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ABSTRACT

This guide chronicles the ongoing work and writings of the Chapin Hall Center for Children at the University of Chicago, a policy research center dedicated to bringing sound information, rigorous analyses, innovative ideas, and an independent, multidisciplinary perspective to bear on policies and programs affecting children. This guide, organized by major research area, presents an overview of the research and policy issues involved, describes Chapin Hall research in the area, and lists projects and publications in the area. Chapin Hall's research agenda currently includes the following major areas: (1) children's services, including child welfare, the juvenile court, and children's health and well-being; (2) primary supports for child and youth development, concerning community-based resources such as parks, community centers, arts programs, and sports leagues; (3) community building, focusing on development, documentation, and evaluation of community-building initiatives designed to make communities more supportive of children and families; (4) schools' connections with other organizations, examining the range of institutions that foster children's learning and development, including schools, businesses, services, communities, and the relationships among them; (5) international projects, covering policy issues, researchers, and research centers in other countries; and (6) special projects and consultations. (KB)

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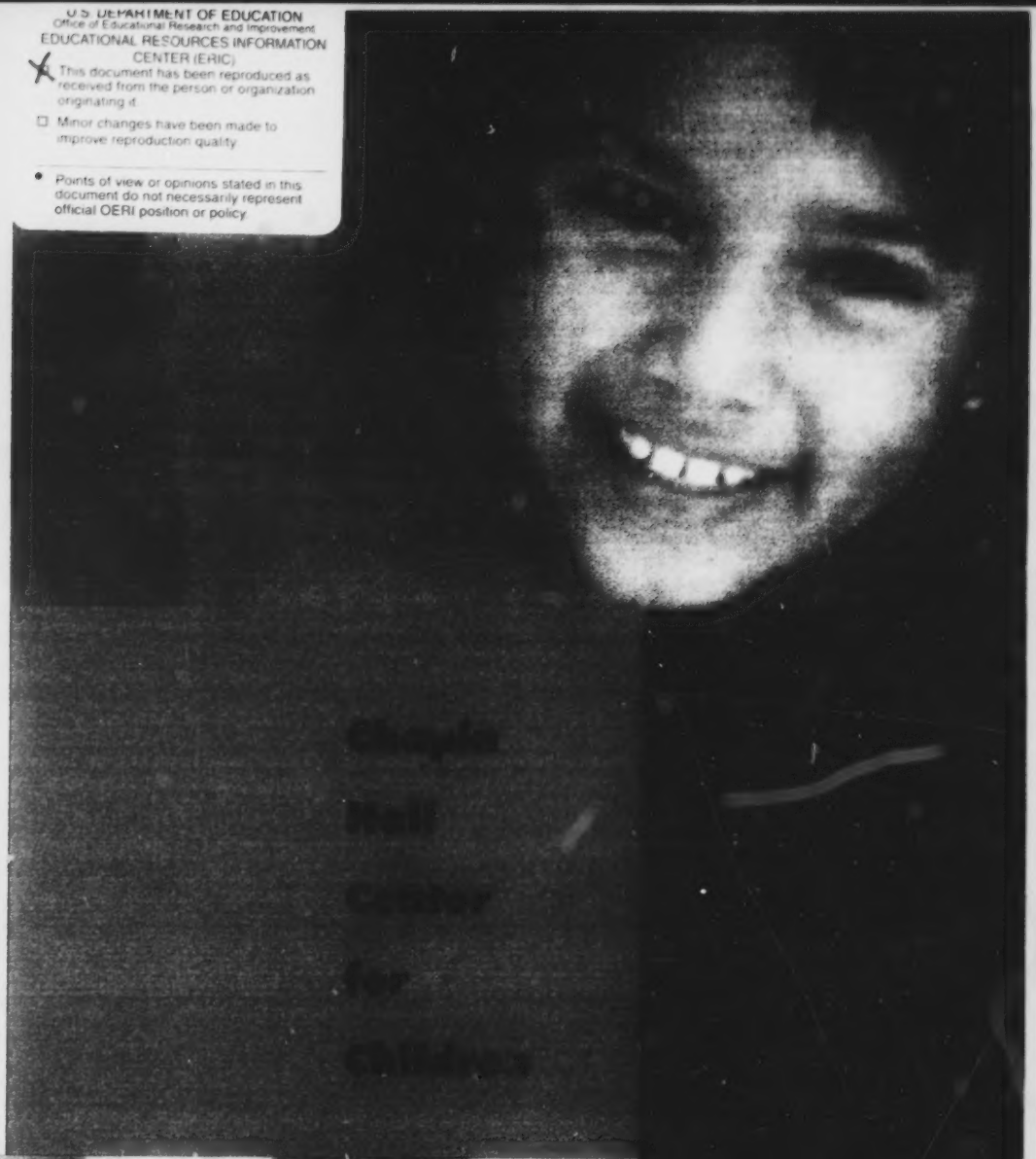

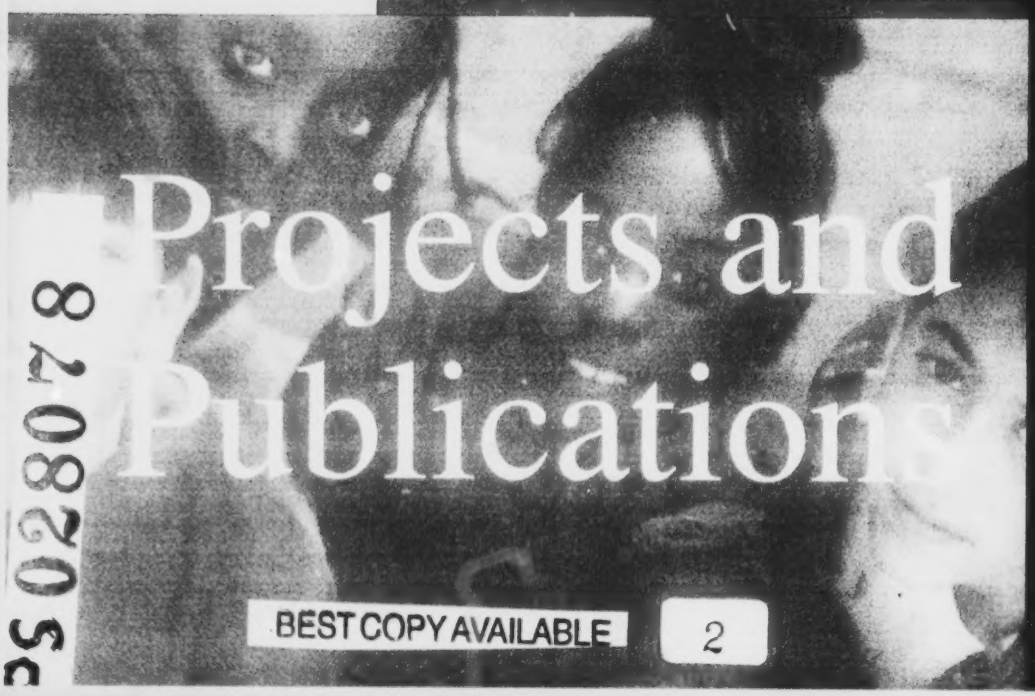

Projects and Publications

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How to Use this Guide

Information on Chapin Hall's current and recently completed projects is presented in individual project descriptions under each of the Center's major research areas. The year shown for each project is the year of the project's actual or expected completion. For additional information on a project of interest, please contact one of the staff members listed in the project description.

Publications resulting from Chapin Hall work are presented in two ways: below project descriptions when publications are tied to listed projects, and under the heading "Publications Resulting from Earlier Research" when they are not. Most of the publications published by Chapin Hall fall in one of several series: Chapin Hall Reports, Discussion Papers, Working Papers, and Reprints. In addition to these reprints, the listings include work by Chapin Hall researchers published by others in a variety of formats.

This symbol indicates that a publication is available; a description of the publication follows. When no or publication description follows a project description, there is currently no publication available from that project. When new publications become available between issues of this guide, notices are sent to those on the Chapin Hall mailing list.

All items published or distributed by Chapin Hall are available from the Center. An order form is included in the pocket. For publications distributed by others, ordering information is provided with the publication description.

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CHAPIN HALL

Projects and Publications

Chapin Hall Center for Children at the University of Chicago was established in 1985 as a policy research center dedicated to bringing sound information, rigorous analyses, innovative ideas, and an independent, multidisciplinary perspective to bear on policies and programs affecting children.

The Center devotes special attention to children facing significant problems, including poverty, abuse and neglect, and mental and physical illness, and to the services systems designed to address these problems. But Chapin Hall's focus takes in all children and a broad view of their needs. This view includes children's potential as well as their problems, and the supports needed to foster their development—beginning with their families and communities—as well as the services to address their problems. This view shapes the Chapin Hall research agenda, which currently includes the following major areas:

- Children's Services, covering the problems that threaten children and the services designed to address those problems, including child welfare, the juvenile court, and children's health and well-being in other areas
- Primary Supports for Child and Youth Development, concerning the resources often based in communities, that enhance the development and well-being of all children, including parks, community centers, arts programs, and sports leagues
- Community Building, focusing on the development, documentation, and evaluation of community-building initiatives designed to make communities more supportive of children and families, as well as specific issues in community building, such as governance and community capacity
- Schools' Connections with Other Organizations, examining the range of institutions that foster children's learning and development, including not only schools but also businesses, services, communities, and the relationships, actual and potential, among them
- International Projects, covering Chapin Hall's involvement with children's policy issues, researchers, and research centers in other countries
- Special Projects and Consultations, covering a range of projects, often undertaken in collaboration or consultation with other organizations

Chapin Hall's work in these areas is characterized by a dual commitment to the worlds of research and policy. This requires that we meet both the exacting standards of university research and the practical realities of policy making, that we work both to advance knowledge and to disseminate it. Chapin Hall is also committed to diversity not only of race, ethnicity, gender, sexual orientation, and physical ability, but also of experience, discipline, and viewpoint.

In this guide, listings of projects and publications in each of Chapin Hall's major research areas are preceded by an overview of the issues and Chapin Hall research in the area.

The projects and publications described here not only present our collective efforts to date but also embody our institutional commitments—to children, families, and communities, to research and policy, and to diversity.

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CHILDREN'S SERVICES

The implementation of welfare reform, ongoing initiatives in service delivery reform, the pervasiveness of the information age—these have combined to change the face of children's services in recent years. Policy makers and service providers are confronting new challenges in meeting the needs of children who require protection or support. They must meet these needs in a world where cost containment and accountability have taken on new importance, and where the effects of reforms in progress are as yet largely unknown. The demands of this new world have in turn created increased demand for information, about the condition and needs of children and about the performance of the services and programs designed to improve children's well-being.

Current Work in Children's Services

Chapin Hall's current work in Children's Services reflects, and has often anticipated, these changes. The current research portfolio includes increased attention to the development and use of **child well-being indicators**; new and ongoing research on the major **social services for children**, including the enduring concerns of **substitute care and adoption**, the rise of managed care in response to the demand for **fiscal and programmatic reform** in child welfare and other human services, the functioning of the **juvenile court**, and the efficacy of **family preservation**; a growing emphasis on the **social programs** designed to provide economic support for children and families, which are the subject of reform initiatives at both the federal and state levels; and further development of Chapin Hall's long-standing program in **data for research and policy purposes**.

Child Well-Being Indicators

Child well-being indicators, or summary statistical measures, are in great and increasing demand for their potential to efficiently illuminate both the condition of children and service system performance. Chapin Hall's work in this area begins with efforts to clarify and articulate this demand—to translate policy questions into researchable questions—and goes on to meet the demand by translating the results of research into information useful for policy.

Chapin Hall researchers have been involved in developing and analyzing indicators of child well-being for nearly two decades. In the 1980s, Chapin Hall began a series of reports—*The State of the Child*—that helped both to advance the position of Illinois children on the policy agenda and to inform the resulting policy debate. Several years ago, Chapin Hall elected to resume this series because of the challenges and potential of the current moment for children. Understanding the condition of children is especially critical at this time, as we make changes in their systems of support through reform initiatives in welfare and other social services. At the same time, the turn of century and millennium present a special opportunity to generate and inform attention to children, to help ensure that they are a focus of the societal self-reflection that characterizes such landmark moments. A new State of the Child project—with research in progress and a report in preparation—appears in the pages that follow.

The work described here also reflects the increased need for information about children's conditions and services system performance at the state, local, and neighborhood levels. This need arises from the fact that devolution of authority and responsibility for delivering social services from the federal to the state and local levels is a hallmark of current reform initiatives, and the current policy focus on community-level interventions. (At the other end of the geographical spectrum, Chapin Hall is involved in an international collaboration on indicators of child well-being, described later in this volume, in the section entitled "International Projects.")

Social Services for Children and Families

Social services for children and families are noteworthy in this period for their juxtaposition of the old and the new. The traditional services continue but with new emphases and in new contexts, and familiar approaches are joined or replaced by new ones. Foster care remains a major feature of the child welfare system's response to children in troubled families, but family preservation has been champi-

oned by many as an alternative to the placement of children in out-of-home care. There is also increased interest more broadly in prevention of both harm to children and out-of-home placement. Managed care, which now dominates the delivery of health services, has made inroads in the way that child welfare services, both old and new, are delivered, in part as a means for reallocating resources away from foster care to prevention. And the juvenile courts, while continuing their traditional role in determining the fate of children and families, face new pressures to decrease the prolonged periods of uncertainty experienced by many children in the care of the state.

Substitute Care and Adoption. Chapin Hall has a long-standing commitment to illuminating the performance of systems that provide substitute care for children who cannot live with their families. The major current manifestation of this long-term research agenda is the Multistate Foster Care Data Archive. The Children's Bureau of the U.S. Department of Health and Human Services was moved to fund the creation of this Archive by the need for a source of substantial and reliable information about foster care that cuts across state boundaries, and by the feasibility of obtaining that information demonstrated by Chapin Hall's pioneering work in the development and analysis of administrative data—the information routinely kept by state agencies but generally untapped for its potential to inform policy, management, and research.

Fiscal and Programmatic Reform. Increased demand for sound management in child welfare and other social service systems has given rise to the application of managed care principles to fiscal and programmatic reform in this field. Chapin Hall has undertaken a path-breaking program of work in this emerging area—defining the questions and developing a research agenda for the field, exploring the applicability of managed care principles in child welfare and mental health, developing evaluation strategies to assess the effectiveness for system reform of applying managed care principles in child welfare, and providing technical assistance to those developing and implementing these strategies. Chapin Hall's work in fiscal reform spans the federal, state, and local levels. In February of this year, Chapin Hall convened a policy briefing, under the auspices of a senior member of the staff of the U.S. House of Representatives, that drew 150 leaders in human services policy and delivery, including congressional representatives and staff, state and local policy makers and advocates, and child advocates. The session was characterized by a House staff leader as one of the most effective applications he had witnessed of social science knowledge to matters of pressing policy concern. (Additional work in managed care is described in this section, under the heading "Developing Data for Research and Policy.")

The Juvenile Court. The Juvenile Court of Cook County, the first juvenile court established in this country, celebrated its centennial this year. But its venerable age has not exempted it from the pressures for greater efficacy and efficiency present throughout the social services. Three years ago, Chapin Hall conducted a study of the Court's operations, emphasizing the timeliness with which the Court achieved permanent placements for children, in their own homes or through adoption or guardianship. The results of this study informed the Court's own improvement plan. This year, Chapin Hall was invited to conduct a follow-up study to assess progress on the issue of timeliness and other dimensions of the Court's conduct.

Family Preservation and Family Support. The arsenal of weapons that states use to keep children at risk from family violence safe in their homes includes family preservation, family reunification, and family support strategies. Research focused on such approaches has been central to work in the Chapin Hall Children's Services area for the better part of a decade. Current research includes participation in a national evaluation of family preservation and reunification services. The evaluation features an experimental design—families are randomly assigned to family preservation services or to other support programs. In this effort (as a collaborator with two other contractors), Chapin Hall draws on its earlier research, notably studies of the Illinois Family First preservation and reunification programs, which has yielded a number of publications. Another ongoing project examines the factors that influence parents' use of voluntary family support programs, conducted in partnership with the Healthy Families America Research Network.

Social Programs for Children and Families

The well-being of children is inseparable from the well-being of their families. Thus, Chapin Hall's work in Children's Services encompasses not only the social services that directly support children but also the social programs designed to provide economic support to families. These programs are currently the focus of intense interest because of the welfare reform initiatives underway at the federal level and in every state. Chapin Hall's work focuses on the intersection between these programs, targeted at the adult or family level, and the welfare of children.

In a group of single- and multi-state research efforts, Chapin Hall researchers are examining such issues as the use of social services before and after welfare reform; the self-sufficiency of families after exit from TANF; the effects of welfare-to-work programs, comparing the outcomes under welfare reform with those associated with previous welfare policy; and the patterns and effects of multiple service use.

Developing Data for Research and Policy

Chapin Hall has long been a leader in the development of data resources for policy and research. The cornerstone of the work is the Integrated Database on Children's Services in Illinois. This database comprises administrative data from all of the major social service systems for children and families, including those concerned with child welfare, substance abuse, juvenile justice, and income maintenance. Development on this key resource began over ten years ago and is ongoing. As new data are added to the substantial core, analysis proceeds on such topics as planning for human services reform, the experience of children in the substitute care system, and the effects of welfare reform on children and families.

Because of the innovative methods involved in this work, the comprehensiveness of the database created, and the characteristics that Illinois shares with other states including large urban centers, this work was seen to have significance beyond Illinois's borders. This is evident in the fact that Chapin Hall has been asked to undertake administrative data projects for other states and for the federal government. The Multistate Foster Care Data Archive, described in the "Substitute Care and Adoption" section, is one such federal project. Another is a collaboration among several organizations, including the American Institutes of Research and the UCLA Center for Health Policy Research, to provide rapid analyses of important issues for the U.S. Department of Health and Human Services.

One of the strongest demands for work in this area has been for the transfer of the administrative data technology—that is, the design, development, and analysis of databases comprising administrative data. Chapin Hall has responded by training others, including researchers and state government analysts, in various ways, including a series of Administrative Data Institutes offered at Chapin Hall.

Projects and Publications

The remainder of this section presents descriptions of the individual projects constituting Chapin Hall's current program of research in Children's Services, each with associated publications to date. This is followed by descriptions of available publications resulting from Chapin Hall's earlier work in Children's Services, published by Chapin Hall and others.

Child Well-Being Indicators

The State of the Child

Robert Goerge, Bong Joo Lee, Jacqueline Moore

The State of the Child project takes a comprehensive look at the current condition of Illinois children in the closing years of this century and will serve as a key information source for those planning policy and program reforms affecting children. The dramatic changes in social policy for children and families underway at both the federal and state levels are prompting states to implement reforms in education, income maintenance, health care, services for abused and neglected children and their families, and services to children with disabilities. As a result of increased state responsibility and flexibility, children's experiences in the welfare and human services systems have changed and are expected to continue to change.

The State of the Child project chronicles the well-being of Illinois children over the last decade, and as such can therefore be used as a baseline against which to measure the effects of many of these substantive policy changes. Using survey and administrative data, the project compiles information on several indicators of child well-being. The data, spanning 1989-98, highlight not only the current state of the child, but the general improvement over time in the lives of children—as well as areas that need further attention. The *State of the Child* report, currently in process, will significantly expand on previous editions. Topics in this volume will include the changing demographics of Illinois children, children's health, education, violence by and against children, community supports, changing family structure, child poverty, the multiple human services children use, the experiences they face in the child welfare system, and the lives of children with special needs. In addition, the volume will offer a broad overview of the economic supports on which all families rely, both low-income and others. Data will be broken out

by four regions: Chicago, the inner ring of Cook County suburbs, the collar counties, and the balance of the state. In addition the volume will offer community-level analysis where possible. Chapin Hall's analysis is distinguished by the ability to look at children directly, not only at the programs that serve them.

Kraft Foods, Inc. made a lead grant in support of this project. Additional support has been provided by the Helen V. Brach Foundation, the Field Foundation of Illinois, the Lloyd A. Fry Foundation, the Hummel Foundation, the Lumpkin Foundation, the Polk Bros. Foundation, the Michael Reese Health Trust, and WGN Children's Charities. Further support is being sought among Illinois foundations. Associated publications listed below, 1999.

The State of the Child: 1985

Mark Testa, Edward Lawlor 1985

A Chapin Hall Report

CS-04 $10.00

Sponsor: Lloyd A. Fry Foundation

The State of the Child: 1980

Mark Testa, Fred Wulczyn 1980

A Chapin Hall Report

CS-01 $10.00

Sponsors: Chicago Community Trust, the Joyce Foundation, and the Ford Foundation

The *State of the Child* reports document and analyze trends on a range of indicators illustrating aspects of the condition of children in the state of Illinois. The reports discuss the demographic characteristics of the total child population, its distribution through the state, the composition and characteristics of the families in which children live, and children's economic status, health, and other characteristics. The reports present and analyze data on such topics as infant mortality, child abuse and neglect, children living in poverty, children in substitute care, teen pregnancy and parenthood, and youth alienation. The data presented are drawn from a wide variety of published and unpublished sources, including the 1980 United States Census and administrative data from state agencies. The later report compares the condition of children in 1985 with their condition five years earlier and identifies key policy changes that occurred during the period.

Children and the State: Responsibilities and Expenditures

Rob Hugi 1983

A Chapin Hall Report

CS-02 $10.00

Sponsors: Joyce Foundation, the Chicago Community Trust, the Bush Foundation, the Pittway Charitable Foundation, the John D. and Catherine T. MacArthur Foundation, the Ford Foundation, the Prince Charitable Trusts, the Bowman C. Lingle Trust, the Illinois departments of Public Aid, Public Health, and Commerce and Community Affairs, and the Illinois Law Enforcement Commission.

A companion to the 1980 *State of the Child*, this report provides a comprehensive view of the state of Illinois' then-recent efforts on behalf of children. It describes the state's legal responsibilities toward children and the programs and expenditures authorized to meet their needs. The report was written to illuminate trends detailed in the *State of the Child: 1980* and to provide a basis for assessing the proper role of the state in children's lives.

Kids Count

Robert Goerge, Bong Joo Lee, Mairéad Reidy, David Yu

Voices for Illinois Children, a statewide, multi-issue, not-for-profit action group for children, publishes *Illinois Kids Count*. The project profiles indicators of child well-being under the categories of education, health, economic security, and special needs. Drawing on the Integrated Database on Children's Services in Illinois (see p. 30), Chapin Hall was able to provide Voices for Illinois Children with data for three of the indicators from 1985 to 1997: abuse and neglect, foster care, and new families at risk. Completed annually from 1992. Associated publication listed below, 1997.

Illinois Kids Count

Published by Voices for Illinois Children

208 S. LaSalle Street, Suite 1580

Chicago, IL 60604

Phone: 312/456-0600

$15.00

Advancing States' Child Indicator Initiatives

Harold Richman, Mairéad Reidy, Robert Goerge, Ada Skyles, Allen Harden, Bong Joo Lee, Fred Wulczyn, Susannah Quern

The aims of this project are to promote state efforts to develop and monitor indicators of the health and well-being of children during this era of welfare reform and shifting policy, and to help institutionalize the use of indicator data in state and local policy making. With support from Office of the Assistant Secretary for Planning and Evaluation of the U.S. Department of Health and Human Services, thirteen states (plus a fourteenth, funded by a

private foundation), have joined in partnerships with research and policy experts and federal staff to develop and apply indicators of well-being among children in policy making and implementation. Chapin Hall is helping to meet the technical assistance needs of states in this endeavor. Researchers at the Center are convening a series of meetings at which state teams meet to exchange ideas and knowledge. The two meetings held so far have addressed such topics as conceptualizing and developing child-care, school readiness, and health and well-being indicators; using an indicator framework to monitor welfare reform and other policy changes; and technological, analytical, and data availability issues in indicator development. The Center has also encouraged states to take the lead developing and refining indicators. Future work with states will include additional collaborative meetings as well as continuing to work individually with states around specific needs and to encourage them to build technical partnerships and to forge external contacts. Associated publication listed below. 2000.

Potential and Problems in Developing Indicators on Child Well-Being from Administrative Data

Robert Goerge 1997

Published in *Indicators of Child Well-Being* by the Russell Sage Foundation.

The author discusses current uses of computerized administrative data, suggesting that its potential is not being fully exploited, and argues that administrative data could be a more efficient source for creating indicators of child well-being. The author argues that to further capitalize on the data's strengths, a uniform code should be developed and applied to render the various datasets comparable for cross-state comparisons and by professionals in a wide variety of disciplines. The author also offers some possible indicators to use in creating a uniform code. Ideally, the author argues, administrative data would be linked with other forms of data, such as census data and birth certificates. Such links are useful for addressing questions of welfare policy, service management, and children's well-being over time. The author also suggests that administrative data would be more effective if its accessibility were increased.

Russell Sage Foundation
112 East 64th Street
New York, NY 10021
Phone: 212/750-6000
Fax: 212/371-4761

Quantitative Indicators of Family Strength and Well-Being

Harold Richman, Mairéad Reidy, Robert Goerge, Ada Skyles, Allen Harden, Bong Joo Lee, Stephanie Limoncelli, Fred Wulczyn

With funding from the Annie E. Casey Foundation, Chapin Hall researchers have furthered their work on developing and using quantitative indicators of child well-being by exploring the use of community-level indicators of family strength and well-being in neighborhood-transformation initiatives.

The work has included documenting examples of quantitative indicators of family strength and well-being being used by fourteen comprehensive community initiatives (CCIs) across the country. The sites were chosen as examples of initiatives with at least some program activities targeted to children and families and with ongoing evaluations in place. As well as documenting the indicators in use, Chapin Hall researchers have raised data considerations in developing new indicators and have suggested some steps the Casey Foundation might take as they develop usable indicators for the Neighborhood Transformation/Family Development Project. Researchers argue that the selection of core or salient indicators must typically be guided by the theory of change in operation at the neighborhood level. In addition, a host of indicator attributes must be taken into account in screening any pool of potential indicators, in determining the centrality of indicators, or in selecting measures. We focus in particular on data accessibility and clarity in interpretation.

The Casey Foundation will use this review of measures and indicators in its efforts to design an initiative to help rebuild a selected group of disadvantaged communities. (Related Chapin Hall work is presented in this publication's **Community Building** section, p. 46.) 1998.

Chicago Community Area Public Health Child and Adolescent Fact Book

Bong Joo Lee, Lucy Mackey Bilaver, John Dilts, Robert Goerge

Policy makers, community organizations, and community residents need up-to-date, reliable information about the well-being of their children at the community level to better plan, implement, and monitor programs and policies. Although the need is well recognized, very little up-to-date, reliable information is available. In collaboration with the Children's Health Data Lab at Children's Memorial Hospital, Chapin Hall researchers are developing key child well-being indicators for a community area

public health fact book that will meet data needs at the community level. Using data from a variety of sources that include state of Illinois and city of Chicago administrative data systems and the U.S. Census Bureau, the project will develop up-to-date key child and adolescent well-being indicators, such as number of births to unwed mothers, infant mortality rate, number of child victims of abuse or neglect, number of children and adolescents involved with crime as victims, and number of children receiving TANF/Medicaid/food stamps at the Chicago community level. This project is funded by the Children's Memorial Hospital. 1999.

Social Services for Children and Families

Urban Systems of Care

Gloria Johnson-Powell, April Payton-Bernard, Lissette Piedra

In May 1998, the Department of Human Services, Division of Disability and Behavioral Health Services, Office of Mental Health, Metropolitan Children and Adolescent Network, issued a Request for Service Plan to develop a proposal for Urban Systems of Care (USC), a community-based outreach, advocacy, and support initiative within the existing mental health system. Chapin Hall Center for Children was contracted to provide a process evaluation of this initiative. The initiative is designed as a strength-based approach to assist youth and their families who live in public housing in Chicago with social and environmental issues that may ultimately evolve into more serious mental health demands. The evaluation of the seven USC programs, which were developed and implemented by private mental health agencies, focused on the extent to which the USC services provided family-focused and community-centered advocacy and support within the existing mental health and human service systems. 1999.

Community Partnerships for Protecting Children

Robert Goerge, Stephen Budde, Deborah Daro

The Edna McConnell Clark Foundation has initiated Community Partnerships for Protecting Children to help social service professionals and community representatives work together to develop effective strategies for reducing child abuse and neglect. The initiative is being conducted in sites of 50,000 to 70,000 people within four cities: Cedar Rapids, Iowa; Jacksonville, Florida; St. Louis, Missouri; and Louisville, Kentucky. In contrast to current approaches to child protection, the Foundation aims to develop approaches that are more comprehensive, preventive, community-based, and outcome-focused. Initiative strategies also attempt to provide ongoing community and informal supports for families and to involve families in decision making.

Chapin Hall is conducting a two-year evaluation of the implementation of a set of core strategies developed by the Foundation and the Center for the Study of Social Policy. This evaluation will employ multiple quantitative and qualitative research methods to examine a number of factors in the implementation of the initiative: the progress of the sites in implementing and refining these strategies, barriers to implementation, positive and negative consequences of implementing specific strategies, governance and decision-making processes of the Partnerships, collaboration and coordination among service providers, changes in policies and practices, the views of the wide range of people involved in the Partnerships, and the role of technical assistance providers in facilitating change. 2000.

Quick Response Quantitative Indicator Analysis Project

Robert Goerge, Lucy Mackey Bilaver, Bong Joo Lee

Policy makers and program staff frequently need immediate access to accurate and pertinent information to answer pressing questions. In response to requests from the Illinois Department of Children and Family Services (DCFS), Chapin Hall performs quick analyses to provide the DCFS with timely information concerning policy issues. Drawing on the Integrated Database on Children's Services (see p. 30), Chapin Hall created and maintains a database that stores DCFS computerized administrative records in a research-efficient data structure. Analyses can cover virtually any issue in child welfare, depending on the current needs of policy makers and managers.

In the past several years, Chapin Hall researchers have examined such topics as the experiences of substance-exposed infants and children hospitalized for psychiatric care. Researchers have also conducted analyses related to several major policy changes in the department, including reform of relative-care policies, development of a separate health care delivery system for wards, and applying performance contracting goals to relative and foster care contracts. They have also developed a set of baseline performance indicators for all DCFS service delivery areas,

known as Local Area Networks. These have been updated yearly and will be combined in a multiyear time series volume. Associated publication listed below. Ongoing.

The Health of Children in Foster Care

Lucy Mackey Bilaver, Paula Kienberger Jaudes, M.D. (La Rabida Children's Hospital), David Koepke (Medical Data Products, Inc.), Robert Goerge 1999

Published in *Social Service Review* (September 1999)

Using Medicaid claims data, the authors compare the health service use and the prevalence of reported conditions among three groups of children in foster care. The research was designed to test the assumption that children in foster care were in poorer health at the outset than children in the general population. To test this assumption, the authors used three groups of children with similar socioeconomic backgrounds, some of whom enter foster care and others of whom do not. Results show that indeed, children entering foster care are more likely to receive treatment for chronic conditions, primarily those associated with mental health problems, developmental disorders, or mental retardation. There was also evidence of greater service use, especially mental health services and inpatient psychiatric hospitalization.

Trends in Residential Care in Illinois

Robert Goerge, Allen Harden, Stephen Budde

The project will examine placement histories for all children in Illinois who have been placed in a residential care facility. The focus is on describing and understanding trends across the primary service sectors in which residential care is provided. Researchers will access administrative record data from the Illinois state agencies that use residential placement, including child welfare (Department of Children and Family Services), juvenile justice (Department of Corrections), mental health (Department of Human Services), and special education (Board of Education), in order to document the extent to which children experience residential placements in multiple service sectors, the patterns of movement between sectors, the characteristics of children and service providers, and the impact of significant policy changes or public events on the use of residential placement.

Funded by four of the larger private child welfare agencies in Illinois and the Child Care Association, the project represents an important initiative by the leadership of private child welfare agencies to use data to inform their planning. The results of this work should inform a wide range of policy, program development, and research issues that are important for child welfare services in Illinois. Developing a better understanding of relationships among service sectors is particularly important to assist reform efforts aimed at providing well-coordinated and integrated services that respond appropriately to the needs of children and families. This project is supported by the Child Care Association, Allendale Association, Lawrence Hall Youth Services, Uhlich Children's Home, and The Youth Campus. 2000.

The Impact of Early Childhood Intervention Programs on Parental Welfare Program Participation

Mairéad Reidy, Robert Goerge

The objective of this research project is to explore the impact of children's participation in an early-intervention child development program—the Chicago Public Schools' Child Parent Center Expansion (CPC) program. The program serves children in preschool through grade three. Researchers are especially interested in the program's effect on the propensity of children's parents to leave welfare programs, and hypothesize that families can be enriched over the long term through their children's participation in a quality education program. Because the multigenerational effect of interventions is an under-researched area of public policy, this research aims to develop new knowledge about the possible links or interrelations between intervening to support child development and changes in families' economic self-sufficiency. The central objective is to identify the rate at which departing a welfare program can be linked to the duration of a child's CPC program participation. Funding has been provided by the U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation. Ongoing.

Teenage Childbearing and Child Welfare Service Use

Robert Goerge, Bong Joo Lee

Are children born to teen mothers more likely to be abused or neglected? This project looked at the effects of teenage childbearing on child protective and child welfare services and found a significant relationship between maternal age and the likelihood of child abuse or neglect. The investigators found that children of teen mothers are at greater risk of being placed in foster care, even after controlling for other demographic characteristics. The study also found that delaying first births would result in estimated annual reductions in national foster care costs of

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$1.5 to $2.5 billion, depending on how long birth was delayed. This research was part of a larger study on the effects of teenage childbearing coordinated by the Catalyst Institute and funded by the Robin Hood Foundation. Associated publications listed below. 1998.

Poverty, Early Childbearing, and Child Maltreatment

Bong Joo Lee, Robert Goerge 1999

Published in *Children and Youth Services Review*, vol. 21, nos. 9/10.

This article examines the incidence of three categories of child maltreatment—sexual abuse, other types of abuse, and neglect—among the 1982-1988 birth cohorts in Illinois. In an effort to broaden our understanding about how social factors influence child abuse and neglect, the authors examined the effects on child maltreatment patterns of seven independent variables—mother's age at birth, community child poverty rate, birth year, region, sex of the child, birth order, and race or ethnicity. The results indicate that maternal age and poverty are important factors in all types of child maltreatment allegations. The findings suggest that efforts to lessen the economic stress faced by young mothers while helping them to improve their parenting skills will have a direct effect on reducing child maltreatment.

Abuse and Neglect: Effects of Early Childbearing on Abuse and Neglect of Children

Robert Goerge, Bong Joo Lee 1995

A Chapin Hall Working Paper

CS-40 $5.00

The authors examined the effects of teenage motherhood on the incidence of child abuse and neglect, foster care placement, and the duration of that placement, using the Integrated Database on Children's Services in Illinois (see p. 30).

The authors found that the incidence of child abuse/neglect and foster care placement were notably higher in cases of children born to teenage mothers. However, the duration of placement was not markedly different when the analyses controlled for other factors. The paper demonstrates that the incidence of teenage motherhood, with its higher incidence of foster care placement, is costly for the overburdened child welfare system.

The preceding is a chapter in *Kids Having Kids: Economic Costs and Social Consequences of Teen Pregnancy*, a Society for Research on Adolescent Social Policy Best Book award winner, 1996.

Rebecca Maynard, editor

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Evaluation of the Women's Treatment Center and the Northern Illinois Council on Alcoholism and Substance Abuse

Ada Skyles, Jacqueline Moore

Mothers struggling to overcome substance abuse are often separated from their children during their stays in treatment centers. This separation can be traumatic for both parent and child and may weaken their relationship. In recent years, some treatment centers—such as the Woman's Treatment Center in Chicago and the Northern Illinois Council on Alcoholism and Substance Abuse (NICASA)—have developed innovative programs designed to enhance and maintain the mother-child relationship in participating families throughout recovery. On-site mother-child programs and child care offer an avenue toward recovery that does not compromise a mother's ability to care for her children. Programs focused on parenting are part of a broader shift in some treatment centers to providing comprehensive support for women overcoming substance abuse. This broader shift comes as recognition that along with parenting problems, women substance abusers often have problems with financial and emotional self-sufficiency, and physical and mental health.

Chapin Hall, in a project funded by the Chicago Tribune Holiday Fund, is conducting an evaluation of the Woman's Treatment Center in Chicago and NICASA. To assess the effectiveness of the multidimensional service approach employed by these centers, researchers are examining the number of clients being served; the number that complete the program; whether women stay drug free during and beyond the program; whether the involvement of the Illinois Department of Children and Family Services in the lives of women in the centers decreases as a result of the program; the condition of the parent-child relationship during and after the program; and whether the clients are self-sufficient at the end of the program. 2000.

Protect Ohio Evaluation: Ohio's Title IV-E Waiver Demonstration Project

Fred Wulczyn

In 1997, Ohio began a five-year child welfare demonstration project to better serve children and families in the system as well as to reduce the costs of services. Made possible by federal waivers granted to allow the state more flexibility in its use of funds, the project aims to offer more services at the local level that are better tailored to the individual children and families' needs. Chapin Hall researchers are conducting a cost-benefit analysis to help state officials discern the implications the flexible fiscal reform has on child welfare and other related services. Ongoing.

Publications Resulting from Earlier Research

Understanding Decisions about Child Maltreatment

Peter H. Rossi, John R. Schuerman, Stephen Budde

Forthcoming in *Evaluation Review*, January 2000

Sponsor: U.S. Department of Health and Human Services, the Administration for Children and Families, Children's Bureau

To understand how placement decisions are made in abuse and neglect cases, the authors asked child welfare experts and protective service caseworkers to make decisions based on written summaries of actual child abuse and neglect cases. The findings reveal that experts and caseworkers vary widely on decisions on identical cases, leading to the conclusion that decision making in the child protective system is inconsistent and lacking in structure. Most striking, the authors find little basis for defining "good practice" standards. Although there did appear to be some general principles used in making decisions—in the sense that certain characteristics of cases (especially prior complaint records) played important roles—workers and experts varied widely in how each weighed those characteristics in making placement decisions. The findings point to a clear need for great improvement in both validity and consistency in decision making and the need for a set rationale for making decisions that safeguard children—removing them into custody when warranted, referring families to services when appropriate, and closing cases when neither placement nor services are needed.

Understanding Child Maltreatment Decisions and Those Who Make Them

Peter Rossi, John Schuerman, Stephen Budde 1996

A Chapin Hall Working Paper

CS-41 $5.00

Sponsors: U.S. Department of Health and Human Services, the Administration for Children and Families, Children's Bureau

This paper centers on four critical questions: How much agreement is there among child welfare experts and protective workers about decisions in cases of abuse and neglect? What are the factors that influence decisions? How does the presence of family preservation services affect decision making? How do differences among experts and workers' backgrounds and professional orientations relate to their decision-making tendencies? The authors' answers to these questions, based on their study of the views of child welfare experts and child protective service workers, are presented in the paper. This research yielded important information about the lack of consistency in definitions of imminent risk of placement and the need for greater training of investigative workers on decision making.

Problems and Prospects in Society's Response to Abuse and Neglect

John Schuerman, Julia Littell 1995

A Chapin Hall Working Paper

CS-33 $10.00

Sponsor: U. S. Department of Health and Human Services

The authors begin with an analysis of the current situation in child welfare and go on to review the research literature on family preservation programs, concluding that these programs have very modest effects on the functioning of families and children. To cope with the dramatic increase in demand for child welfare services, given the uncertain benefits of family preservation, the authors suggest a new set of guiding principles to structure child welfare systems. These principles include limiting responsibility of the state to the following: responding to physical injury to children caused by abuse and neglect and to high risk of serious harm, in order to minimize state intervention into family life; drawing the line between in-home and out-of-home services less sharply so that they constitute a continuum; and broadening services available to families so that there are many more alternatives for families and for workers trying to help them, and more scope for experimentation with new service approaches.

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Child Abuse and Neglect Decision Making in Cook County

John Schuerman, Matthew Stagner, Penny Johnson, Edward Mullen 1989

A Chapin Hall Working Paper

CS-16 $5.00

Sponsor: Illinois Department of Children and Family Services

This paper summarizes the findings of a study aimed at providing an empirically based description of decision making by workers and supervisors of the Illinois Department of Children and Family Services in Cook County in cases of child abuse and neglect. The paper presents an overview of the process of handling cases of child abuse and neglect, examines in detail several key decisions that affect the outcomes of cases, and presents some overall observations about the decision-making process.

Research, Practice, and Expert Systems

John Schuerman 1995

Published in *Practitioner-Researcher Partnerships: Building Knowledge From, In, and For Practice*, edited by P. Hess and E. Mullen. Published by the National Association of Social Workers Press.

The author has spent considerable time investigating the decision-making processes of expert practitioners in the field of child welfare to inform the development of expert systems—computer programs that advise on decisions to be made in individual cases. One potential benefit of expert systems would be to make the expertise of skilled caseworkers available to inexperienced caseworkers. This chapter considers some of what the author has learned about caseworker decision making and the implications of his findings for the development of expert systems and for the use of research-based knowledge in practice.

Expert Systems and Ordinary Research as Sources of Practice Guidance

John Schuerman 1992

Published in *Research Utilization in the Social Services* by Haworth Press. Edited by A. Grasso and I. Epstein.

The author draws on extensive interviews with expert staff members of the Illinois child welfare agency for this discussion of expert systems and classical research as sources of guidance for practice activities. The author compares the two sources of decision-making support and raises considerations that affect their use. He also suggests ways that expert systems and research might contribute to each other.

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http://www.haworthpressinc.com

Expert Systems and the Development of Knowledge in Social Welfare

Edward Mullen, John Schuerman 1990

Published in *Advances in Clinical Social Work Research* by the National Association of Social Workers Press.

The chapter discusses expert systems and their basic concepts and then describes the authors' work on the development of an expert system. The chapter also considers issues that have arisen in the authors' work on a closely related topic, the nature of decision making in social welfare, and the ways in which knowledge and skills enter those decisions.

National Association of Social Workers
750 First Street, N.E., Suite 700
Washington, DC 20002-4241
http://www.naswpress.org

Expert Consulting Systems in Social Welfare

John Schuerman 1987

A Chapin Hall Working Paper

CS-09 $5.00

Also published in *Social Work Research and Abstracts* (Fall 1987).

Expert consulting systems, developed out of work in the field of artificial intelligence, are computer programs that can be asked to give advice on the solution of problems. This paper describes the origins and characteristics of expert systems, the circumstances under which they might be useful in social welfare, and issues and problems relating to their implementation.

Community-Based Mental Health Services and State Hospital Reentry Among Illinois Youth: A Longitudinal Analysis

Thomas Pavkov, Robert Goerge, Bong Joo Lee 1995

A Chapin Hall Working Paper

CS-39 $5.00

Sponsor: National Institute of Mental Health

This paper focuses on the efficacy of community-based mental health services in reducing the reentry of children and adolescents to inpatient psychiatric treatment in state hospitals, and seeks to identify risk factors associated with such reentry. The authors used data spanning five years (1987–92) from the Integrated Database on Children's Services in Illinois (see p. 30). The study has been the subject of two recent articles in the *Journal of Child and Family Studies*: "State Hospital Reentry Among Youth: A Longitudinal Analyses" (Vol. 6, No. 3, 1994) and "Predictors of Length of Stay Among Youths Hospitalized in State Hospitals in Illinois" (Vol. 6, No. 2, 1997).

State Hospital Reentry Among Youth with Serious Emotional Disturbance: A Longitudinal Analysis

Thomas Pavkov, Robert Goerge, Bong Joo Lee 1997

Published in *Journal of Child and Family Studies*, vol. 6, no. 3, pp. 373-383.

Demographics, service history, and diagnostic characteristics of a youth's environment following his or her discharge from psychiatric care were examined in order to determine whether they had an effect on the likelihood of a youth's reentry into a state hospital. Specifically, the analysis examined the environment of reentrants and those who did not return. The environment of the reentrants during their time away from the hospital was examined in relation to its effect on the individual. Variables such as gender, ethnic background, age at first admission, area of residence, length of index hospitalization, and the presence of a psychotic diagnosis were all considered.

Predictors of Length of Stay Among Youths Hospitalized in State Hospitals in Illinois

Thomas Pavkov, Robert Goerge, John Czapkowicz 1997

Published in *Journal of Child and Family Studies* vol. 6, no. 2, pp. 221-231.

Numerous factors can affect lengths of psychiatric hospitalization among youth, including diagnostic and treatment variables, the availability of outpatient care services, and policy changes in the mental health system. There has been little research, however, to determine what demographic, clinical, and service-related variables are associated with lengths of stay. Using data from Chapin Hall's Integrated Database on Children's Services in Illinois (see p. 30), the authors examined factors associated with the length of psychiatric hospitalizations among youth in state hospitals between July 1, 1987 and June 30, 1992.

Cash Subsidy Payments to Families with Children with Disabilities

Robert Goerge, Maria Minor, Ruth Osuch 1995

A Chapin Hall Working Paper

CS-38 $5.00

Sponsor: Illinois Department of Mental Health and Developmental Disabilities

The paper presents the results of a four-year evaluation of the Family Assistance Program (FAP) in Illinois. FAP provides cash subsidies to families of children with severe emotional disturbances or developmental disabilities. According to the report, this program reduced the need for families to face the costly and emotionally taxing decision to place their children in residential care, especially with long-term involvement in the program. The program also helped families to meet their individual needs and bolstered parental self-esteem and greater closeness among family members.

Use of Multiple Human Services by Illinois Children and Families: The Use of Administrative Data for Research Purposes

Robert Goerge, Teresa Eckrich Sommer, Bong Joo Lee, Allison Gordley Harris 1995

A Chapin Hall Working Paper

CS-32 $5.00

Sponsors: American Enterprise Institute, U.S. Department of Health and Human Services

How might public social services be improved in their responsiveness to children and families, particularly low-income families with multiple, interrelated social needs? To inform this debate, the researchers documented the extent of the multiple needs of children and families by analyzing the simultaneous use of five state-administered human services (Aid to Families with Dependent Children, Medicaid, food stamps, special education, and child welfare services) by a cross-section of Illinois children and families. This paper presents the results of that analysis, along with preliminary results from a longitudinal analysis of the use of welfare and child welfare services by a 1988 cohort of children born to Illinois families new to the system. The authors found that on June 1, 1990, in Illinois, 25 percent of all children received at least one major state-sponsored human service; in Chicago, 38 percent of all children used at least one service. A majority of children in the human services system statewide used more than one service at the same time.

Rethinking Child Welfare Services in Illinois: A Summary of Findings from the Children's Policy Project

Matthew Stagner 1993

A Chapin Hall Report

CS-29 $10.00

Sponsors: Illinois Department of Children and Family Services, the Spencer Foundation, the Chicago Community Trust, the Field Foundation of Illinois, the Robert R. McCormick Charitable Trust, the Ford Foundation, the Helen V. Brach Foundation, and the Gaylord and Dorothy Donnelley Foundation

At the request of the Department of Children and Family Services, Chapin Hall undertook a comprehensive study of DCFS. This project examined the legal foundation, structure, funding, client population, use of evaluation, and goals of the child welfare services system in Illinois to provide a review of and recommendations for the operation of the current system, and to offer one or more alternative approaches that the state might employ to improve its ability to respond to children's needs. The results of the study were widely disseminated, through this published report and through briefings of public officials and private providers of human services. In addition to suggesting ways that the existing child welfare system could

be improved, the report outlines a wholly different approach to child welfare. This involves refocusing the state system on the families of children who are at greatest risk of harm and developing a comprehensive, community-based system of services available for voluntary use by other families—those in which DCFS finds no immediate risk of harm to children, and those who have had no contact with DCFS but find themselves in need of assistance. The project's alternative approach to human services planning and delivery was endorsed in a *Chicago Sun-Times* lead editorial in December 1993, when the report was released.

The report summarizes study findings concerning most aspects of the department's operations, structure, and functioning. It documents growth and change in the foster care caseload in recent years, the significant overlap between the client population of DCFS, and the client populations in other human services agencies in the state, and a number of problematic areas in the structure and procedures of the agency.

The Family, Welfare, and Homelessness

Peter Rossi 1990

A Chapin Hall Working Paper

CS-23 $5.00

This essay describes homelessness as a symptom and result of other problems in American life, places the rise in homelessness in a historical context, and compares the homeless population with the population of extremely poor people who are housed. The author finds that the homeless population at the turn of the decade was characterized not only by relative youth and a high proportion of minorities, but also by high rates of alcoholism, drug abuse, and mental disability and by the absence of sustaining family ties. The essay analyzes the adequacy of policies at that time and recommends others that might alleviate homelessness in the United States. Published with permission of the Notre Dame *Journal of Law, Ethics, and Public Policy*, where the essay first appeared.

Mental Health Planning for Emotionally Handicapped Children in Illinois

Joan Costello, Robert Goerge, Rebecca Krantz 1989

A Chapin Hall Working Paper

CS-22 $10.00

Sponsor: Office of the Governor

Commissioned by the Office of the Governor, this paper assesses the need for child mental health services in Illinois and describes how that need might be addressed by government and other responsible parties. It examines the state's progress toward a community-based system of mental health services and discusses what further action is needed. The appendix, "Data Requirements for Planning Child and Adolescent Mental Health Services in Illinois," describes the administrative data then available to construct a picture of the mental health needs of children in Illinois.

A Study of Chronic Illness Among Children in Illinois

Elizabeth Kutza, Arthur Kohrman, M.D., Harold Richman 1988

A Chapin Hall Report

CS-15 $10.00

Sponsor: Colman Fund for the Well-Being of Children and Youth

This study, conducted in conjunction with researchers at La Rabida Children's Hospital and Research Center (Elizabeth Kutza and Arthur Kohrman), was one of the first to systematically analyze the extent and nature of chronic illness among Illinois children and to identify the difficulties that children and families face in dealing with chronic illness. The report presents these findings along with ways to improve social services to chronically ill children and their families.

The Use of Computerized Data in Child Welfare Case Management

Mary Ann Hartnett, Mark Testa 1988

A Chapin Hall Working Paper

CS-13 $5.00

Sponsor: Chicago Community Trust

This paper describes a two-year project designed to create a computerized case assessment and planning system in collaboration with the Illinois Department of Children and Family Services. The project's goals were to create a longitudinal database on children in substitute care, to conduct research on trends in the placement careers of children, and to explore potential uses of computerized data at all levels of the child welfare agency. The paper identifies problems associated with caseworkers' lack of access to basic information on children and their placements, and discusses how computerized data might aid them in their work.

The Social Support of Adolescent Mothers: Pregnancy, School Completion, and Remaining in the Parental Home

Mark Testa, Linda Bowen 1987

A Chapin Hall Working Paper

CS-12 $5.00

Sponsor: U.S. Department of Health and Human Services

This paper presents the results of a longitudinal study that sought to identify factors associated with adolescent welfare mothers' ability to achieve self-sufficiency. Through analysis of a probability sample of 575 AFDC (Aid to Families with Dependent Children) recipients living in Cook County in 1981, the study explored the degree to which informal and formal social supports mediate the disruptive effects of adolescent childbirth on the process of educational attainment and independent household formation among groups of African

American, Puerto Rican, Hispanic, and non-Hispanic white adolescent females receiving AFDC.

Children in an Aging Society: Treasured Resource or Forgotten Minority?

Harold Richman, Matthew Stagner 1986
Reprint from *Daedalus*
CS-06 $5.00

Children are making up an ever-smaller proportion of the nation's population. The authors explore the implications of this trend for children and children's policy. As other segments of the population grow, will the needs of children be neglected? Or will children, as an increasingly precious element of society, become the focus of more intense concern and care? How might children's policy best be formulated under these conditions?

Help-Seeking and the Use of Social Service Providers by Welfare Families in Chicago

Harold Richman, Matthew Stagner 1986
A Chapin Hall Working Paper
CS-08 $5.00
Sponsor: Chicago Community Trust

The objective of this study was to document the extent to which welfare families use social service providers and their experiences with social service providers, as well as reasons that families do not seek help from them. Based on interviews with 737 Chicagoans who headed households with children and received welfare, the study found that nearly half of the respondents had not turned to social service providers for assistance during the preceding year. The study also found that 73 percent of the help-seeking experiences of all families studied did not involve social service providers, and that families relied most heavily on informal helping networks for assistance with their problems.

Social Services for Children: Recent Trends and Implications

Harold Richman, Matthew Stagner 1986
A Chapin Hall Working Paper
CS-07 $5.00

Deinstitutionalization had a significant and enduring impact on the way that children with special needs are cared for in this country. This paper explores factors impeding the provision of social services to children outside institutional settings and puts forward a concept of social care that the authors identified as having potential to help social service agencies respond more effectively to the needs of the young.

Child Welfare in Sociological and Historical Perspective

Mark Testa 1985
A Chapin Hall Working Paper
CS-05 $5.00

This paper presents an overview of the development of child welfare in the United States, from the removal of children from almshouses in the nineteenth century to the extension of due-process rights to juveniles in the 1967 Gault decision. The social trends and concepts that have informed child welfare are analyzed, and issues relevant to the future of child welfare policy are discussed.

Evaluation of the Illinois Department of Public Aid Young Parent Program

John Schuerman, Fred Wulczyn, Naomi Farber 1984
A Chapin Hall Working Paper
CS-03 $5.00
Sponsors: Illinois Department of Public Aid and the National Opinion Research Center

The long-term objectives of the Young Parent Program were to reduce dependency and promote effective family planning among teenage parents on public aid. The program's services included assistance in returning to school, vocational training and job placement, training in English as a second language, birth control education and referral, and parent education. The evaluation consisted of a randomized experiment with an implementation component designed to assess the program's evolution over time.

Substitute Care and Adoption

Multistate Foster Care Data Archive

Fred Wulczyn, Robert Goerge, Allen Harden

Extending the methods developed for the Illinois Integrated Database on Children's Services (see p. 30), Chapin Hall researchers have developed the Multistate Foster Care Data Archive, a database that includes foster care career histories for all children placed in state-supported substitute care living arrangements. Still in development, the Archive currently contains at least seven years of data from the following states: California, Illinois, Michigan, Missouri, and New York. The Archive has been expanded by the addition of data from six more states—Alabama, Iowa, Maryland, New Mexico, Ohio, and Wisconsin. In addition, the Archive database will be enhanced by the integration of Census data and information from other public programs—such as Medicaid and child abuse and neglect

registries—to provide a more complete history of service utilization. Today the Archive tracks the histories of 1.2 million children.

The Archive is constructed from data that are extracted directly from the computerized administrative information systems operated by each state's child welfare agency. Raw records from the states are reprocessed into comparable and flexible analytic structures at Chapin Hall; these include longitudinal information at the individual level. Analysis of Archive data is designed to support policy and practice by providing researchers, policy makers, and service providers with better information on such issues as caseload dynamics, placement duration, multiple placements, reentry, and case outcomes across states, between communities and over time. Sponsored by the U.S. Department of Health and Human Services, Administration on Children and Families. Associated publications listed below. Ongoing.

An Update from the Multistate Foster Care Data Archive: Foster Care Dynamics 1983-1997

Fred Wulczyn, Kristen Brunner, Robert Goerge 1999
A Chapin Hall Report
CS-52 $8.00

An Update from the Multistate Foster Care Data Archive: Foster Care Dynamics 1983-1994

Fred Wulczyn, Allen Harden, Robert Goerge 1997
A Chapin Hall Report
CS-48 $8.00 (Superseded by CS-52)

An Update from the Multistate Foster Care Data Archive: Foster Care Dynamics 1983-1993

Robert Goerge, Fred Wulczyn, Allen Harden 1995
A Chapin Hall Report
CS-34 $8.00 (Superseded by CS-52)

A Report from the Multistate Foster Care Data Archive: Foster Care Dynamics 1983-1992

Robert Goerge, Fred Wulczyn, Allen Harden 1994
A Chapin Hall Report
CS-30 $10.00 (Superseded by CS-52)

The authors of these reports describe and compare the foster care populations of eleven states—Alabama, California, Illinois, Iowa, Maryland, Michigan, Missouri, New Mexico, New York, Ohio, and Wisconsin. The reports provide policy makers, legislators, and agency administrators with a body of information about significant trends of the last decade designed to help them weigh the effectiveness of current child welfare policy and program administration.

Among the findings:

- Year to year, admissions to foster care have been more dynamic than discharges; first admissions to care have been more dynamic than discharges or reentries.
- In the observed cases of extremely rapid short-term growth in foster care caseloads, most activity has been concentrated in the states' major urban centers.
- Much of the recent growth in the foster care population has involved the placement of children with relatives. Although children in kinship placements tend to stay in care longer, they are less likely to reenter care following discharge.
- Overall, infants and young children are the fastest-growing segment of the foster care population.
- Almost two-thirds of the children who are discharged from foster care are reunified with their families, and most reunifications occur within two years of the child's removal from home. After two years, the likelihood of family reunification decreases sharply.
- Approximately 10 to 15 percent of the children discharged from foster care are adopted. Children who enter foster care as infants are more likely to be adopted than children who enter at older ages.
- A substantial number of the children who enter foster care become long-term clients of the child welfare system; over one-third of the children currently in care have been in care for more than 30 months.

Foster Care Dynamics

Robert Goerge, Fred Wulczyn, Allen Harden 1999
Published in *The Foster Care Crisis: Translating Research into Practice and Policy.* Published by University of Nebraska Press.

This chapter traces the dynamics of foster care systems in six states throughout the 1980s and early 1990s, detailing trends over time and the factors that influenced caseload size, such as duration in care, the relation of admissions to discharges, and the prevalence of foster care in relation to the general child population. In delineating these trends, the authors point to several factors that help explain rising foster care caseloads, including a large influx of first-time entrants in the late 1980s, as well as the entry of very young children, urban children, and children living in kinship settings. Although in the late 1980s and early 1990s, foster care systems often discharged nearly as many children as were admitted, overall, the high rates of entry and continuing reentry have contributed to the record-high populations in foster care. Finally, the chapter calls attention to how widely foster care dynamics vary from state to state, underscoring the importance of comparative and state-level analysis. The data on which this analysis is based are drawn from the Multistate Foster Care Data Archive.

Placement Experiences of the Youngest Foster Care Population

Robert Goerge, Fred Wulczyn 1999

Published in *Zero to Three*, the bulletin of ZERO TO THREE: National Center for Infants, Toddlers, and Families.

Infants and young children have very different experiences in foster care than do older children. As the nation's foster care caseloads shift from a population dominated by teens to one dominated by infants and young children, so must policy and practice shift if we are to better address the needs of this very young population. Using data from the Multistate Foster Care Data Archive, the authors document these differences in populations. As a group, they find that infants and young children are much more likely to be placed in foster homes (often kinship homes), and infants are more likely than older children to have a background of substance exposure. Once placed, children younger than age four remain in care longer and have less chance of reunification with their parents. Infants, however, are more often adopted. This capacity to describe the attributes of these children is an essential step in projecting their service needs and the demands they will place on the foster care system.

ZERO TO THREE: National Center for Infants, Toddlers, and Families
734 15th St., N.W., Suite 1000
Washington, D.C. 20005-1013
Phone: 800/899-4301

New Comparative Insights into States and Their Foster Children

Robert Goerge, Fred Wulczyn, Allen Harden 1996

Reprint from *Public Welfare*

CS-42 $5.00

This article provides an overview of the content and capabilities of the Multistate Foster Care Data Archive. Using this database, the authors examine the overall foster care trends in five states and break down the growth by state and by urban area. The study looks specifically at the years 1983-93, in which the foster care population grew substantially.

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Publications Resulting from Earlier Research

Informal and Formal Kinship Care

Allen Harden, Rebecca Clark, Karen Maguire (Urban Institute) 1997

A Chapin Hall Working Paper

CS-49 $10.00

Sponsor: U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation

This working paper presents the results of a study of kinship care in the United States that attempted to illuminate this increasingly important policy issue. Particular importance was attached to developing information that could support comparison between formal kinship care arrangements (that is, foster care provided by relatives under the auspices of the state) and informal kinship arrangements (all other caregiving provided by relatives in the absence of a parent).

This paper describes national patterns and trends in kinship care, providing the best information to date on the number of children in kinship care in four states—California, Illinois, New York, and Missouri.

The paper focuses on formal and informal kinship care dynamics in Illinois. Drawing on the comprehensive and detailed data in Chapin Hall's Integrated Database on Children's Services in Illinois (see p. 30), researchers were able to compare characteristics and track changes in those statuses of children in informal and formal kinship care settings and their caregivers, such as receipt of Aid to Families with Dependent Children (AFDC), race, region of residence, gender, and age. This study adds greater depth and detail to the picture than can be drawn with any one of the data sources used for the study. This publication is also available from the U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation (ASPE) and at the ASPE Web site: http://aspe.os.dhhs.gov/hsp/hspyoung.htm#foster

Core Data Set Project: Child Welfare Service Histories

Robert Goerge, John Van Voorhis, Lisa Sanfilippo, Allen Harden 1996

Sponsor: U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation

This report uses administrative data to examine the child welfare service histories of children in Illinois and Michigan. The report links data from the two domains of child welfare systems—child protection and child welfare services—to create indicators across both. The investigators examine records regarding children reported to the two state child protective services agencies between 1990 and 1994. The size of the population covered in this report is nearly 1.4 million children in Illinois and 800,000 in Michigan.

Published by:
U.S. Department of Health and Human Services
Office of the Assistant Secretary for Planning and Evaluation
200 Independence Avenue
Washington, DC 20201

The complete copy of the report may be downloaded from the ASPE Web site:
http://aspe.os.dhhs.gov/hsp/hspyoung.htm#fampres

Adoption Disruption and Displacement: The Illinois Child Welfare System, 1976-95

Robert Goerge, Eboni Howard, David Yu 1995
A Chapin Hall Discussion Paper
CS-35 $6.00
Sponsor: U.S. Department of Health and Human Services

Although promoting successful adoptions is an important goal for the child welfare system, a significant number of such efforts fail. Each year, children who have been legally adopted, or who are living in adoptive placements with the expectation of being adopted, experience the breakdown of these arrangements. The authors of this study used an administrative dataset covering all children admitted to the custody of the Illinois Department of Children and Family Services between January 1976 and August 1994 to document the incidence of adoption disruptions and displacements in the Illinois child welfare system.

Family Foster Care Placement: The Child's Perspective

Penny Ruff Johnson, Carol Yoken, Ron Voss 1995
Reprint from *Child Welfare*
CS-36 $5.00
Sponsor: Dr. Scholl Foundation

The authors examine the experience of placement in foster care from the point of view of the children placed (95 children aged 11 to 14 years), with a focus on the process by which children are removed from the homes of their biological parents. The article covers children's understanding of the circumstances necessitating placement (and changes in placement); the effects of changes in school, friends, and neighborhood; the importance to the child of the caseworker; and the children's own thoughts and opinions about their futures, the role of the state in their lives, and the use of family foster care. The article underscores the need to provide children with information about their situations to reduce the trauma of placement.

Foster Care in New York and Illinois: The Challenge of Rapid Change.

Robert Goerge, Fred Wulczyn 1992
Reprint from *Social Service Review* (June 1992)

The authors use administrative data from New York and Illinois to demonstrate how the interplay between several distinct trends in the foster care systems contributed to the significant rise in caseloads in the 1980s. The most significant of the trends were rising admissions, falling discharges, rises in kinship care and the longer stays associated with that type of placement, and the declining age of new entrants to foster care. The article calls for refocusing policy emphasis on targeted prevention services and, for children already in care, more focused efforts to find stable living arrangements for children.

Placement Duration and Foster Care Reentry in New York and Illinois

Robert Goerge, Fred Wulczyn 1990
Chapin Hall Working Papers
Vol. 1 (Report) CS-24 $10.00
Vol. 2 (Tables) CS-25 $5.00
Sponsor: U.S. Department of Health and Human Services, Assistant Secretary for Planning and Evaluation

The Adoption Assistance and Child Welfare Act of 1980 (P.L. 96272) established procedural requirements intended to alleviate abuses in the foster care system. This paper looks at how well foster care systems were serving children, their birth families, and families who adopted over a decade later. Using administrative data on the foster care populations in New York from 1982-89 and in Illinois from 1976-88, this paper presents analyses of lengths of stay and reentry of children into foster care.

Volume 1 contains the text of the report with selected tables. Volume 2 presents supplementary tables. Volumes may be purchased separately or together.

The Reunification Process in Substitute Care

Robert Goerge 1990
Reprint from *Social Service Review* (September 1990)
CS-26 $5.00

This analysis focuses on the movement of foster children through foster care placements and back to the homes of their parents, specifically exploring how the probability of reunification changes with duration in substitute care. Using a statistical method known as event-history analysis, the author shows that the probability of reunification greatly decreases after the first few weeks in placement, that the greatest decrease in the probability of reunification occurs for abused and neglected children, and that the home of a relative provides the most stable placement.

Papers Prepared for the Illinois Facilities Fund

This series of Chapin Hall Working Papers examines issues related to planning residential care facilities for children who are in substitute care. The four papers discuss the historical and contemporary ideas that have influenced the planning of residential care facilities, the state of the art in residential care, residential care capacity and use in Illinois, and factors that may affect future need. 1989.

Vol. 1: The Context for Planning Residential Care Facilities in Illinois

Sheila Merry 1989

CS-18 $5.00

Vol. 2: Substitute Care: The State of the Art

Sheila Merry 1989

CS-19 $5.00

Vol. 3: Group Residential Care in the Illinois Department of Children and Family Services: Children and Providers in the 1980s

Matthew Stagner, Sheila Merry, Clark Peters 1989

CS-20 $5.00

Vol. 4: The State of Residential Care in the State of Illinois

Sheila Merry 1989

CS-21 $5.00

The Advocate Home Network Demonstration in Illinois

Joan Costello 1989

A Chapin Hall Working Paper

CS-17 $5.00

Sponsor: Illinois Department of Children and Family Services

This paper explores the effects of implementing in Illinois an innovative program of foster homes that operate in a quasi-extended family network within a community. The model was developed in Ohio for therapeutic foster care of disturbed and delinquent youth, but applied to homeless youth in Illinois. The paper addresses issues related to the "transfer of technology" from one site to another, and examines whether the model of therapeutic foster care used was effective in preparing homeless youth for independence.

Caring for Adolescents in Care: An Action Plan for Illinois

Sheila Merry 1987

A Chapin Hall Working Paper

CS-10 $5.00

Sponsor: The Chicago Community Trust

This work grew out of the author's travels throughout the United States and Great Britain as a Community Service Fellow of the Chicago Community Trust. Both an action plan and a resource book, the essay presents the author's ideas for better meeting the needs of adolescents who come to the attention of the state; it also profiles programs offering innovative adolescent services.

Data Necessary to Support National Policy Functions in Foster Care and Adoption

Mark Testa 1987

A Chapin Hall Working Paper

CS-11 $5.00

Sponsor: U.S. Senate Advisory Committee on Adoption and Foster Care

Prepared for the Senate Advisory Committee on Adoption and Foster Care Information, this essay describes the data collection required to provide a basis for national policy functions in foster care and adoption. The author suggests a model: a limited set of quantitative indicators that would enable federal policy makers to make informed decisions about the impact of existing policies and programs. Methodological aspects of collecting and maintaining data on a national scale are also discussed.

Fiscal and Programmatic Reform

New Strategies for Funding Child Welfare Reform

Fred Wulczyn

With bipartisan desire to fundamentally alter the nation's child welfare system, the pace of reform has quickened. Many child welfare experts and policy makers now feel that family-focused, community-based programs may prevent costly foster care placements. States around the country are experimenting with programs aimed at increasing the efficiency and efficacy of the child welfare system through alternatives to foster care. However, despite these efforts, the nation continues to spend far more of its limited resources on foster care than on preventive services. Experience in the human services sector indicates that the goal of prevention will be realized only if resources are allocated differently. For this reason, Chapin Hall researchers, with the support of the Annie E. Casey Foundation, are delivering on-site technical assistance to states contemplating fiscal reform—such as the use of managed care strategies—as an integral part of larger reform initiatives. In addition to site-specific work, the researchers are also conducting leadership institutes and state policy seminars for child welfare leaders to broaden interest in system reform that incorporates fiscal restructuring. Associated publications listed below. 1998.

Federal Fiscal Reform in Child Welfare Services

Fred Wulczyn 1998

A Chapin Hall Discussion Paper

CS-50 $6.00

This paper analyzes the effects of federal funding mechanisms on the nation's child welfare system and explores possible policy alternatives. First, the author examines the relationship between the level of foster-care utilization and the per diem federal reimbursement system that helps to support state child welfare activities. The author argues that the juxtaposition of social policies that seek to limit use of foster care with fiscal policies that make reimbursement contingent upon a child's placement in foster care creates a fundamental tension in the child welfare system—a tension that must be relaxed if system reform is to occur.

Next, the author examines how this tension might be reduced by making fiscal policy more compatible with social policy. He compares the per diem reimbursement system with its main alternative, a prospective payment system, and he explores the distribution of risk throughout the child welfare system—financial risk to child welfare agencies and risk to the service populations. The author closes with an exploration of alternatives to current fiscal policy that could allow for differentiated risk sharing and greater flexibility in allocating federal funds, resulting in reduction in the use of foster care and potentially better outcomes for children and families.

Setting Capitated Rates for Child Welfare Programs

Fred Wulczyn, Eileen Sheu 1997

A Chapin Hall Discussion Paper

CS-47 $6.00

Child welfare services currently operate in an environment characterized by increasing need for services and calls for cost containment and system reform. To survive in this environment, foster care agencies will have to reexamine their use of resources to ensure that these are used to achieve the best possible outcomes for the children in their care.

The authors of this paper suggest that capitated rates represent a potentially useful approach for foster care agencies. The two aspects most relevant are capitation of funds (in which a limited reimbursement for costs is accepted in exchange for flexibility in service delivery), and service review (with the expectation that increased attention to the process of care as well as to expenditures will result in lowered costs). This paper discusses issues related to setting a capitation rate and how to estimate the maximum rate of expenditure permissible for solvency under the proposed capitation rate.

Managed Care in Mental Health

Fred Wulczyn, Kristen Brunner

The principles of managed care are being looked to with increasing frequency as a mechanism to reform the provision of health care, including mental health services, for children and adults. New York state has proposed incorporating managed care principles into Medicaid-funded health services for children. In response, Integrated Children's Services (ICS), a consortium of community-based agencies that provide services—including mental health care—to children, adolescents, and their families, was created to respond to the managed care initiatives.

In 1997, ICS asked Chapin Hall to conduct a study of service utilization to inform their consideration of various managed care options. Though the first year's research did address the central research objective raised by ICS—demographics of client population and patterns of service utilization—it also raised additional questions. As a result, Chapin Hall has extended its period of research to confront the supplementary concerns. Using enhanced data structures and linking them with automated data from the ICS member agencies, researchers will examine the relationships that exist among child characteristics, service patterns, and clinical outcomes. For instance, researchers propose that by linking automated data with standardized clinical assessments, they will better understand how specific interventions lead to a given course of service treatment. They also plan to link data on the children served by ICS member agencies with foster care records to understand the events that precede and the outcomes that follow use of mental health services. These data will be useful to the member agencies in their strategic planning and bidding process. 1999.

Publications Resulting from Earlier Research

Fiscal Reform and Child Welfare: Implications for Evaluation and Research

Fred Wulczyn 1998

A Chapin Hall Working Paper

CS-54 $5.00

In 1998, Chapin Hall drew together over thirty service providers, university-based researchers, and representatives of government, advocacy groups, and foundations to address the emerging phenomenon of fiscal reform for child welfare services. Although fiscal reform stands to have an enormous impact on the organization, financing, and delivery of child welfare services, the field is ill equipped to anticipate its

impact. The conference, and this summary, posed and explored questions related to child welfare and fiscal reform in an attempt to begin formulating a research agenda. This summary reviews sessions on "Fiscal Reform and Child Welfare—Where Is It Happening?" "Market Forces and System Structure," "Community Reinvestment," and "Developing a Research Agenda."

Four Case Studies of Fiscal Reform and Managed Care in Child Welfare Services

Fred Wulczyn, Britany Orlebeke 1998

A Chapin Hall Working Paper

CS-51 $5.00

Fiscal reform in general and managed care in particular have recently become focal points of efforts around the country to reform child welfare systems. Because managed care could have an enormous impact on the delivery of child welfare services, it is essential that the child welfare field amass a cumulative record based on examination of seminal efforts to build child welfare reform around managed care principles. This paper summarizes results of a study that examines such efforts in four sites—Kansas; Hamilton County, Ohio; Tennessee; and Lake and Sumter Counties, Florida. The study concluded that child welfare officials in all sites were fundamentally concerned with the alignment of programmatic goals and fiscal incentives, and that although we speak of managed care and fiscal reform, we are likely seeing the emergence of explicit market pressures on the delivery of child welfare services.

New York City Task Force on Foster Care Performance Standards

Fred Wulczyn, Stephen Budde 1997

Sponsor: The Foundation for Child Development

In the fall of 1996, the Comptroller of New York City created a Task Force (on which Chapin Hall researchers served) charged with developing outcomes and performance standards for the city's foster care system. The report on the Task Force's findings provides an overview of selected foster care outcomes in three domains: system performance (continuity of care), child and family well-being, and client satisfaction. In addition, the plan makes operational recommendations for tracking outcomes over time. It also includes a summary of the methodological issues associated with tracking outcomes and a summary of relevant literature. The report, which was published in May of 1997, was presented to the Commissioner of the Administration for Children's Services.

To order copies of the report, contact:
New York City Comptroller
One Centre Street, Room 526
New York, NY 10007
Phone: 212/669-3747

Child Welfare Reform, Managed Care, and Community Reinvestment

Fred Wulczyn 1996

Published in *Children & Their Families in Big Cities: Strategies for Service Reform*, Alfred Kahn and Sheila Kamerman, editors, 1996

Despite the mandate of the Adoption Assistance and Child Welfare Act of 1980, the child welfare system has focused its efforts mainly on foster care services rather than prevention. The author sketches a picture of the current state of child welfare services in New York City, noting the tendency of the system to function on a fee-for-service basis and to deliver services without regard to community boundaries. The author argues for a fundamental reorientation of the system to a managed care approach that would deliver services within the community by allotting capitated payments, which could be used for a range of services and would allow preventive programs to be undertaken more readily by service providers.

Published by:
Cross-National Studies Research Program
Columbia University School of Social Work
622 West 118th Street
New York, NY 10025
Phone: 212/854-5444
Fax: 212/854-4320
$14.00

The Juvenile Court

Illinois Juvenile Court Improvement Project Assessment

Sheila Merry, Robert Goerge, Clark Peters, Maria Minor, Ruth Osuch

Chapin Hall has been actively engaged in helping the Illinois Juvenile Courts in informing reform efforts in the area of child protection. This effort began when Chapin Hall was asked by the Citizens Committee on the Juvenile Court (acting as an agent for the Illinois Supreme Court) to examine the effectiveness of the courts as part of a nationwide Court Improvement Project funded by the U.S. Department of Health and Human Services. Of particular concern to the project steering committee were issues of timeliness, including whether juvenile courts were meeting federal and state statutory timeliness guidelines and which court practices and procedures enhance or hinder the courts' ability to meet these guidelines. Chapin Hall conducted a two-part assessment with Cook County tar-

geted for an in-depth study, while the remainder of the state was subject to a more general survey with four site visits to disparate counties.

The Cook County exploration in 1995-1996 employed three methods of inquiry: intensive courtroom observation, analysis of administrative data, and interviews with court personnel. These same methods were employed again in a follow-up study completed in 1999. This follow-up study was commissioned by the Chief Judge of the Circuit Court of Cook County to gauge the impact of court reforms and to inform ongoing reform efforts. This subsequent study provided an opportunity to compare two points in time and to document changes within the Court and its functioning. Associated publications listed below. 1999.

Timeliness and Delay in the Cook County Juvenile Court Child Protection Division

Sheila Merry, Clark Peters, Robert Goerge, Ruth Osuch, Maria Minor, Stephen Budde 1997

A Chapin Hall Discussion Paper

CS-45 $8.00

Child Abuse and Neglect Proceedings in Illinois Jurisdictions Outside Cook County

Clark Peters, Sheila Merry 1997

A Chapin Hall Discussion Paper

CS-46 $8.00

The Impact of Reform in the Cook County Juvenile Court's Child Protection Division

Sheila Merry, Clark Peters, Lucy Mackey Bilaver, Robert Goerge, Bong Joo Lee 1999

A Chapin Hall Discussion Paper

CS-53 $8.00

The first of these papers reviews Chapin Hall's initial analysis of timeliness, which found that, although the Court was not, overall, in compliance with statutory timeliness guidelines at the time of the study, substantial progress had been made in the last few years. The study also found that the Court was not effective in moving toward timely permanent homes for children in its care. Factors appearing to undermine the Court's efforts at timely permanence are identified.

The second paper examines Illinois judicial circuits outside Cook County. Researchers identified a number of factors worthy of additional attention, including: difficulty of implementing in small, rural jurisdictions statutes and policies developed primarily to respond to conditions in Cook County; problems of coordination among counties; a wide disparity in the likelihood of legal representation among jurisdictions; a perception of excessive emphasis on family reunification; lack of clear commitment to permanency hearings as envisioned by statute; limited access among court professionals to current information regarding juvenile law; and lack of management information systems to monitor and report on active cases.

The final paper summarizes the findings of Chapin Hall's follow-up analysis of timeliness in the Circuit Court of Cook County's Child Protection Division. The study found substantial areas of progress in decreasing the time necessary to complete the sequence of hearings required to achieve permanent placements for children (through either family reunification, adoption, or guardianship). The study also identifies practices and procedures that appear to influence (positively or negatively) the Court's ability to achieve timely permanence for children.

Judicial Review of Children in Substitute Care

Mary Ann Hartnett 1991

A Chapin Hall Working Paper

CS-28 $5.00

Sponsor: Illinois Department of Children and Family Services

Juvenile courts must work to strike a balance between promoting the safety and well-being of children and respecting due process and the rights of families. This study examined two juvenile courts in Illinois that serve demographically similar children and families, but whose counties (Cook and St. Clair) have significantly different records concerning duration in foster care.

The Jane Addams Juvenile Court Foundation

Sheila Merry, Executive Director

In recognition of the centennial of the Juvenile Court of Cook County, the first juvenile court in the nation, a group of civic leaders wanted to refocus attention on this major pioneering institution and to create a lasting legacy to the memory of Jane Addams and her commitment to compassionate justice for children.

With the support of a blue ribbon committee, the Chicago Community Trust, joined by the John D. and Catherine T. MacArthur and the Lloyd A. Fry foundations, has created the Jane Addams Juvenile Court Foundation. The Foundation's aim, broadly speaking, is to improve the capacity of the Juvenile Court to support children of the court in moving toward stable, productive, and responsible lives, and to support families in meeting their responsibilities in this regard.

Chapin Hall will serve as incubator for the Foundation in its initial phase. For the next two years, the Foundation will work to establish an agenda for supporting ongoing court reform. Should the experience of those two years confirm a strong and important role for the foundation in supporting the court, an aggressive fundraising campaign will be undertaken to solidify its base with a substantial endowment. Ongoing.

Family Preservation and Family Support

The National Evaluation of Family Preservation and Reunification Services

John Schuerman, Peter Rossi

Chapin Hall is participating in a national evaluation of family preservation programs created by the Omnibus Budget Reconciliation Act (OBRA), passed by Congress in 1993. OBRA established a five-year capped entitlement program for state-level family preservation and family support services totaling nearly $1 billion. The program was revised and extended in 1997. This evaluation is expected to play a key role in national and state decisions about the future of family preservation services. Up to 500 families in each of five sites throughout the country were selected for the study of causal connections between interventions and outcomes. These families were randomly assigned either to a treatment group that received family preservation services or to a control group that did not receive family preservation services but that received other child welfare services. The evaluation included extensive interviews with investigating workers, caseworkers for each family, and caretakers in each family while families were receiving services and after services ended. Data were gathered for twenty-four months after families enrolled in the study. The combination of qualitative and quantitative analysis should enable Chapin Hall and its collaborators, Westat, Inc., and James Bell and Associates, to provide a comprehensive picture of family preservation services and their effects. The project is funded by the U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation. Associated publications listed below. 2000.

Decisions on Placement and Family Preservation: Agreement and Targeting

John Schuerman, Peter Rossi, Stephen Budde

Forthcoming in *Evaluation Review*, January 2000

Sponsor: U.S. Department of Health and Human Services, the Administration for Children and Families, Children's Bureau

This article explores the important issue of targeting, or the tendency to either select "easier" cases for family preservation services or to "widen the net" for such services by serving families that may not have become involved in the system otherwise. The authors provided vignettes drawn from actual cases presented to a panel of experts and a group of caseworkers, and then examined the decision-making process they undertook in deciding whether to place a child in custody or to offer family preservation services. They found that, contrary to stated intentions of family preservation services, a majority of the referrals to these programs involve children who would not have been placed in the absence of these programs.

A Synthesis of Research on Family Preservation and Family Reunification Programs

Julia Littell, John Schuerman 1995

The paper reviews research on programs aimed at preventing out-of-home placement of children, broader family preservation programs, and programs designed to reunify families with children in foster care. It examines what is known about the outcomes of these programs, relationships between service characteristics and outcomes, and the response of subgroup clients to services. (See the next listing for a comparison review of family preservation and reunification programs.)

Research on family reunification programs is in its infancy and there are very few controlled studies in this area. Available evidence is mixed. Although some studies suggest that intensive, in-home services can speed the process of family reunification, the long-term effects of these programs are largely unknown. In particular, it is not clear whether intensive service programs increase the rates at which children return home, reduce the risk of foster care reentry, or lessen the chance of subsequent child maltreatment.

U.S. Department of Health and Human Services
Office of the Assistant Secretary for Planning and Evaluation
200 Independence Avenue
Washington, DC 20201

A complete copy of the report and the paper may be downloaded from the ASPE Web site:
http://aspe.os.dhhs.gov/hsp/hspyoung.htm#fampres

A Review of Family Preservation and Family Reunification Programs

John Schuerman 1995

This report, along with a companion paper (described immediately above) that reviews the family preservation literature, was developed to help inform the selection of candidate sites for the Evaluation of Family Preservation and Family Reunification Services. It describes the state of the family preservation field and examines in greater depth the characteristics and operations of programs that are potential sites for the evaluation.

This report and the paper were submitted to the U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation by the prime contractor for the Evaluation of Family Preservation and Family Reunification Services, Westat, Incorporated, in association with Chapin Hall and James Bell and Associates.

U.S. Department of Health and Human Services
Office of the Assistant Secretary for Planning and Evaluation
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Evaluation of the New York City HomeRebuilders Demonstration

John Schuerman, Ronna Cook (Westat, Inc.) 1998

The HomeRebuilders project was an ambitious effort to test a significant reform undertaken by New York City in the way it financed services provided to foster children and their birth families. The new system was modeled on the concepts of managed care. The hope was that the change in the payment system would achieve earlier permanency for children and lower rates of reentry to foster care. This publication reports the results of an evaluation of that reform. The evaluation used an experimental design with random assignment and control groups to examine six agencies in New York City serving foster children and their birth families under the new financing scheme. The report documents the implementation of the program, the services provided, and the outcomes of those services. The findings suggest that the goal of reducing days in foster care through fiscal incentives is likely to be achieved only under certain circumstances and in agencies with particular characteristics or with particular approaches to the work.

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The complete copy of the report is to be posted on
the ASPE Web site:
http://aspe.os.dhhs.gov/hsp/hspyoung.htm#fampres

The History and Future of Family Preservation

Harold Richman, Clark Peters

The Edna McConnell Clark Foundation, a long-time investor in the field of family preservation, has refocused its grantmaking for children toward child protection. As part of the legacy of its work in family preservation, the foundation is committed to an examination of the development of the field of family preservation. The foundation has asked Chapin Hall to assist in this analysis, offering the Center a unique opportunity to explore the development of family preservation as both idea and practice.

Chapin Hall researchers have consulted with a group of experts in the field to frame the questions to be asked and papers to be written as part of this project. These papers will focus on such matters as the history, practice, policy implications, evaluation, and future of family preservation. Following the development of the various papers, a conference of experts in the field will be convened to discuss the issues raised and framed. Finally, a book drawing on both the papers and the conference will be published. 2000.

The Engagement and Retention of Participants in Family Support Programs: A Multi-Level Approach

Deborah Daro, Karen McCurdy, Carnot Netson

Despite offering help in a positive, strength-based manner, voluntary prevention services often lose as many as one-third of the families they attempt to enroll. Improving the ability of prevention efforts to reduce the incidence of child abuse and other negative outcomes for children requires that programs do a better job attracting and retaining potential participants, particularly those struggling to care for newborns.

To better understand the factors that influence a new parent's decision to seek out, enroll in, and effectively utilize prevention services, Chapin Hall, in partnership with the Healthy Families America Research Network, began a careful examination of participant engagement and retention patterns in twenty-one intensive home visitation programs. All programs are part of Healthy Families America, a national child abuse prevention effort serving 30,000 new parents annually in forty states. Retrospective information has been collected on the personal characteristics and service experiences of 1,000 families offered voluntary prevention services in 1996. Detailed information also was gathered on each program and its service community. The study will work to capture the unique contribution specific personal, program and community factors play in shaping engagement decisions. A second, three-year prospective study building on these initial results and guided by an integrated theory of parent participation is scheduled to begin in January 2000.

This line of research addresses a critical need facing all voluntary interventions—to accurately assess and engage those needing assistance. If greater understanding of what characterizes engagers and non-engagers is achieved and successful retention strategies are identified, program staff can alter their practice and program structure to better meet the needs of a broader range of families. The Annie E. Casey Foundation and the William T. Grant Foundation fund the initial phase of this work. 2000.

Publications Resulting from Earlier Research

Innovations in Child Welfare: Preventing Out-of-Home Placement of Abused and Neglected Children

Julia Littell, John Schuerman 1999

Forthcoming in *Innovations in Practice and Service Delivery Across the Lifespan*, David E. Biegel and Arthur Capote editors, Oxford University Press

Sponsors: Illinois Department of Children and Family Services, U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation

The authors of this chapter focus on the major service innovation in child welfare in recent times: intensive, in-home services aimed at preserving families of maltreated children. This innovation is discussed in its historical and political context. Important historical events include the identification of child maltreatment as a social problem, shifts in definitions of child maltreatment over time, and changes that have occurred in the composition of child welfare caseloads. The current functioning of the child welfare system is considered, along with enduring issues in child welfare policy and practice. Family preservation is both a movement and a service delivery approach; but the two are quite distinct. Both are described.

Best Interests and Family Preservation in America

John Schuerman 1997

A Chapin Hall Discussion Paper

CS-44 $6.00

There was widespread acceptance in the United States of the principles of family preservation as congruent with the best interests of children in situations of abuse and neglect, but acceptance of those principles has for some time been on the decline. This paper discusses the "best interest" ideas articulated by Joseph Goldstein, Anna Freud, and Albert Solnit in *Before the Best Interests of the Child* and *Beyond the Best Interests of the Child*, comparing those ideas with the principles underlying child welfare decision making in the United States. The author addresses some of what goes wrong in the implementation of the U.S. principles, particularly as manifested in the family preservation ideal.

The paper was originally presented at the conference "In the Best Interest of the Child" in 1996 at the Sigmund Freud Center for Psychoanalysis of the Hebrew University of Jerusalem.

Effects of the Duration, Intensity, and Breadth of Family Preservation Services: A New Analysis of Data from the Illinois Family First Experiment

Julia Littell 1997

Published in *Children and Youth Services Review*, vol. 19, nos. 1-2

Sponsors: Illinois Department of Children and Family Services, U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation

Reexamining data from the evaluation of the Illinois Family First Placement Prevention Program, the author finds that the duration, intensity, and breadth of family preservation services have little overall impact on the out-of-home placement of children, the recurrence of child maltreatment, or the closing of child welfare cases. In light of her analyses, the author sees a need for further research to better understand the effects of family preservation services and urges their flexible use until those effects are better understood. She also notes that some problems that may contribute to child abuse and neglect—such as those rooted in poverty, unemployment, mental illness and substance abuse—are unlikely to be remedied by family preservation practices or by the larger child welfare system.

An Experimental Study of Family Prevention Services: Early Findings from a Parent Survey

Tina Rzepnicki, John Schuerman, Julia Littell, Amy Chak, Marva Lopez 1994

Published in *Child Welfare Research Review* (vol. 1), edited by R. Barth, J. Berrick, and N. Gilbert. Published by Columbia University Press.

Sponsors: Illinois Department of Children and Family Services, U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation

This paper presents initial findings from the longitudinal parent survey component of the experimental evaluation of the Illinois Family First Placement Prevention Program. The analysis, which relies on a Chicago subset of the respondent population, details parents' views of changes experienced by their families in nine domains of functioning—housing, economic conditions, physical child care, discipline and emotional care of children, children's academic adjustment, children's conduct, children's symptomatic behavior, victimization of children, and parental coping. The chapter also reports parents' views of their relationships with their primary social workers and on services received.

Columbia University Press
526 West 113th Street
New York, New York 10025
Phone: 212/666-1000

Putting Families First: An Experiment in Family Preservation

John Schuerman, Tina Rzepnicki, Julia Littell 1994

Sponsors: Illinois Department of Children and Family Services, U.S. Department of Health and Human Services, Assistant Secretary for Planning and Evaluation

Putting Families First considers the efficacy of family preservation programs in the context of Chapin Hall's large-scale evaluation of Illinois's Family First program. Based on the results of their evaluation, the authors offer a new approach to reforming the child welfare system. They suggest that family preservation services should constitute only one component in a comprehensive reform effort, which should also include improvements in the foster care system and more refined decision making about cases. They argue that a genuinely comprehensive reform effort must also address the societal problems contributing to the crisis in child welfare—problems such as inadequate housing, the epidemic of substance abuse, and community violence.

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Hawthorne, NY 10532

What Works Best for Whom in Family Preservation? Relationships Between Service Characteristics and Outcomes for Selected Subgroups of Families

Julia Littell, John Schuerman, Amy Chak 1994

A Chapin Hall Working Paper
CS-31 $10.00

This paper details the results of Chapin Hall's examination of subgroups of cases in the Illinois Family First program. Among the findings detailed: family preservation programs in Chicago increased the risk of placement for cases with cocaine-exposed infants and reduced the risk of maltreatment in a subgroup of families with child care skill deficits; outside of Chicago, the program reduced the likelihood of placement among families with both housing and cocaine problems, and increased placement among families with child care skill deficits. These findings suggest that policy makers should encourage the flexible use of family preservation services rather than attempting to prescribe or standardize their features.

Shifting Objectives in Family Preservation Programs

Julia Littell, John Schuerman, Tina Rzepnicki, Jeanne Howard, Stephen Budde, 1993

Published in *Advancing Family Preservation Practice*, edited by E. Morton and R. Grigsby. Published by Sage Publications.

Sponsors: Illinois Department of Children and Family Services, U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation

Drawing on the experimental evaluation of the Illinois Family First Placement Preservation Program, the authors suggest that the original aims of family preservation—to provide intensive services to prevent imminent placement of a child or children—have been informally broadened to include providing services to families with severe and immediate needs, but for whom the risk of placement is not imminent. The authors consider how this broadening may have come about, the implications of the change for thinking about program effects, and the implications for program objectives.

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Implementation Issues

John Schuerman, Tina Rzepnicki, Julia Littell, Stephen Budde 1992

Published in *Children and Youth Services Review*, vol. 14.

Targeting is key among the family preservation implementation issues discussed in this article. Families receiving family preservation services in many locations may have an acute need for services, but may not be at imminent risk of having a child taken into state custody. The authors' examination of targeting and other implementation issues leads them to recommend theoretical and empirical work and policy decision making to provide additional clarity regarding the appropriate aims and scope of family preservation programming. They also recommend research on the effects of such services, examination of effective programs, accurate estimation of the size the target population, and analyses of which groups are most likely to benefit.

From Chicago to Little Egypt: Lessons from an Evaluation of a Family Preservation Program

John Schuerman, Tina Rzepnicki, Julia Littell 1991

Published in *Family Preservation Services*, edited by D. Biegel and K. Wells. Published by Sage Publications.

Sponsors: Illinois Department of Children and Family Services, U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation

Early in the experimental evaluation of the Illinois Family First Placement Prevention Program, the authors set out to describe the challenges they were encountering in the conduct of that evaluation. These challenges included problems of definition, such as those related to the complex meaning of child placement in situations in which children risk or suffer from abuse and neglect, and those related to identification of the target group for services. They also included design and implementation issues, data quality concerns, and measurement difficulties, such as those associated with capturing changes in family functioning or system-level effects.

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Issues in Evaluating Intensive Family Preservation Services

John Schuerman, Tina Rzepnicki, Julia Littell 1991

Published in *Intensive Family Preservation Services: An Instructional Sourcebook*. Published by the Mandel School of Applied Social Sciences, Case Western Reserve University.

The evaluator of social programs is frequently charged with providing the knowledge that supports program planning, decision making about program funding, and the targeting and distribution of services. The difficulties faced by evaluators can include social program complexity that makes characterizing the program's components and operations challenging, lack of clarity in such key definitions as the appropriate target population, the presence within and outside of the program of constituencies convinced prior to any evaluation of the program's efficacy, and such design issues as those that arise in selecting quasi-experimental or experimental approaches. The authors draw on their experiences evaluating the Illinois Family First Placement Prevention Program to explore the challenges to an evaluator in designing and implementing workable evaluations of family preservation programs.

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What Works Best for Whom? A Closer Look at Intensive Family Preservation Services

Julia Littell, John Schuerman, forthcoming

To be published in *Children and Youth Services Review*

Sponsor: Illinois Department of Children and Family Services

The authors examined whether service characteristics, such as duration or intensity, affected the outcomes of those receiving intensive family preservation services. The authors consider various ways of partitioning child welfare cases into subgroups that represent significant problems facing the field: cocaine abuse, inadequate housing, mental health problems, and child care skill deficits. Controlling for the effects of case characteristics, the authors then examined the effects of service characteristics on outcomes within subgroups. In all of the subgroups, the duration of in-home services, the intensity of contact with workers, the number of concrete services, and the provision of specific types of services did not alter the likelihood of out-of-home placement, subsequent maltreatment, or case closing. The authors discuss the implications of these findings for research and practice.

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Facing Uncertainty: Reuniting High-Risk Families

Tina Rzepnicki, John Schuerman, Penny Johnson, 1997

Sponsor: Illinois Department of Children and Family Services

This chapter describes the Illinois Family Reunification Program and the evaluation of the program, and reports key evaluation findings. The authors write that, despite the limitations placed on the evaluation by its nonexperimental design, the findings "suggest that intensive family reunification programs may have some merit," and they recommend further assessment with rigorous methods. The problem of inappropriate targeting of services—a central issue in the delivery and evaluation of family preservation services—plays an important role in family reunification programming, owing in part to the difficulty of identifying which families are likely to be reunited within the program's time limits. The authors suggest that, given targeting difficulties and the benefits that programs provide to families other than reunification, such services be made more broadly available to families as they enter the child welfare system.

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Social Programs for Children and Families

Illinois TANF Closed Case Study

Bong Joo Lee

Relatively little is known about the economic well-being of those families and children who leave Temporary Assistance for Needy Families (TANF). An aim of welfare reform was to encourage self-sufficiency among families. One way to assess the extent of children's and families' self-sufficiency after leaving the income assistance program is to monitor the use of other social services. In collaboration with the Illinois Department of Human Services and the University of Illinois, Springfield, Chapin Hall researchers are investigating, among other things, clients' use of other social services at the time of their TANF exits, the patterns of postwelfare employment, what happens in the months following their exit from TANF, and, in general, the effectiveness of TANF in helping its clients become self-sufficient. Through the use of the Integrated Database for Children and Family Services in Illinois (see p. 30), Chapin Hall researchers are building a data infrastructure that can be used to track quarterly wages and the use of any of the following services after exit from TANF: Medicaid; food stamps; DHS employment training; child care; the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC); substance abuse treatment; and child welfare services. This project is funded by the Illinois Department of Human Services. 1999.

Employment Outcomes for Youth Aging Out of Foster Care: Short-Term Evaluation and Policy Studies of Children and Youth Issues

Robert Goerge, Bong Joo Lee, Lucy Mackey Bilaver

With growing attention and concern for the experiences of children who "age out" of foster care, researchers at Chapin Hall are examining the employment, earnings, and use of cash assistance (TANF) among youth leaving foster care at age 18. Using administrative data from three states, researchers are examining how foster care experiences shape youths' future employment and cash assistance use. Specifically, they examine youths' earnings, the time that elapses before they seek TANF, duration of employment, and average number of job changes. Because many factors other than foster care experiences may affect a youth's future, the study compares youth of similar ages and income backgrounds, as well as anchoring their experiences within the larger macroeconomic setting of labor market conditions. The project is funded by the Office of the Assistant Secretary of Planning and Evaluation, U.S. Department of Health and Human Services. 2000.

Effects of Welfare-to-Work Programs in Illinois

Robert Goerge, Bong Joo Lee, Mairéad Reidy

The renewed focus under welfare reform on families' self-sufficiency has led states to reengineer programs that help move welfare recipients into the workforce. New policies, such as the five-year lifetime limit on cash assistance, require policy makers to regularly assess the impact of welfare reform, posing such questions as: Does welfare reform result in an earlier exit from cash assistance? Is there a change in clients' earnings because of reform? Do former recipients return to assistance more or less frequently? Does this shift in practice affect rates of teen pregnancy or staying in school? To answer these questions, Chapin Hall researchers, in a project funded by the Joyce Foundation, are comparing the outcomes under welfare reform with those under previous welfare policy in Illinois. Using the Integrated Database on Children's Services in Illinois (see pg. 30), researchers are comparing the outcomes of three different groups of welfare recipients since 1990: those who received Aid to Families with Dependent Children (AFDC) support and ended public assistance before the implementation of new programs; AFDC recipients who initiated public assistance before the implementation of new programs and continued after the new the TANF program was introduced; and those who began receiving TANF after the implementation of new programs. 1999.

Monitoring Child and Family Social Program Utilization: Before and After Welfare Reform in Four States

Robert Goerge, Mairéad Reidy, Bong Joo Lee, Lucy Mackey Bilaver

Welfare reform may have many positive outcomes, including increased employment and self-sufficiency among welfare recipients and enhanced stability in children's lives through increased family income. There may, however, be unintended consequences for the well-being of children and for state finances. This project examines the effects of welfare reform on low-income children and families by monitoring changes in children's and families'

use of various social programs and their pathways among them. Using individual-level administrative data, the study considers these effects at both the state and community levels in four states: California, Illinois, Massachusetts, and North Carolina. The study is focusing initially on the interrelations between programs currently undergoing substantial change—income assistance, Medicaid, food stamps, and child welfare. To form a baseline from which to measure these effects, the analyses will span the period prior to welfare reform. Future work will incorporate child protection and child support enforcement services. Information on the service pathways followed by children and families among public assistance programs will illuminate whether and how families move toward increased self-sufficiency over time.

Focusing on specific outcomes, such as shorter or longer dependency on programs such as Medicaid or food stamps, changing living arrangements for children, and changing rates of child abuse and neglect or foster care placement, will contribute to our understanding of the effects of reform on the well-being of children and families. Focusing also on how changing rules and eligibility in one program affect take-up and coverage rates in other programs, and establishing whether and how individuals substitute one service for another, will contribute to states' understanding of the "system" effects of welfare reform. The results will support those managing human services at the state and local levels in planning, coordination, and budget management, and they will provide states with important information for responding to welfare reforms.

This work began with a planning grant from the Edna McConnell Clark Foundation. It is now supported by the Annie E. Casey Foundation and the U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation. 1999.

The Patterns of Food Stamp and WIC Participation and Their Effects on Low-Income Families with Young Children

Bong Joo Lee, Robert Goerge, Lucy Mackey Bilaver, John Dilts

At a time when states have new flexibility to design and implement antipoverty programs, decision makers need a clear understanding of the effects of current social programs. Among the most essential to a child's well-being are food-assistance programs, such as the food stamp program and the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC). Chapin Hall researchers are investigating how food stamps and WIC contribute to the later health outcomes of low-income children and the self-sufficiency of their families. Using the Integrated Database on Children's Services in Illinois (see p. 30), researchers are identifying first-born children between 1990 and 1996 and tracking program participation patterns and later outcomes of these children and their families. This research also considers how the two food-assistance programs interact with the cash-assistance program, Temporary Assistance for Needy Families (TANF)—formerly Aid to Families with Dependent Children (AFDC)—by examining the patterns of AFDC/TANF use while families are participating in the food-assistance programs. Using Medicaid payment data, the researchers will also examine the effects of participation in the food-assistance programs on two health outcomes: the children's incidence of nutrition-related health problems and their receipt of regular, preventive health care services. The research is supported by a U.S. Department of Agriculture Small Grant made through the Northwestern University/University of Chicago Joint Center for Poverty Research. 1999.

The Dynamics of AFDC, Medicaid, and Food Stamp Use

Mairéad Reidy, Lucy Mackey Bilaver, Robert Goerge, Bong Joo Lee

Much of our understanding of public assistance is based on an important body of work examining factors that influence exit from and return to Aid to Families with Dependent Children (AFDC). The AFDC program has rarely been examined in conjunction with in-kind programs, such as Medicaid and food stamps, even though many AFDC recipients used these non-cash programs simultaneously, and some continued to use them once their AFDC eligibility stopped.

This project broadens this perspective by examining the use of Medicaid or food stamps among families who leave and return to AFDC, now Temporary Assistance for Needy Families (TANF). Drawing on state-level administrative data gathered by the Illinois Department of Human Services and spanning 1989-1997, the researchers explore timing of exit from and transitions across programs among a series of AFDC entry cohorts.

The results illustrate the importance of non-cash benefits for those who leave AFDC or TANF and demonstrate that subsequent return to cash assistance depends very much on whether families exit welfare completely (that is, they simultaneously leave Medicaid, food stamps, and

AFDC/TANF) or incompletely (that is, they continue to receive Medicaid and food stamps). Those who leave AFDC but continue to claim Medicaid or food stamps are approximately 60 percent more likely to return to AFDC than those who exit completely. However, the findings suggest that non-cash programs may ultimately act as a stepping stone toward self-sufficiency.

The findings also suggest that those exiting AFDC/TANF but who continue to receive food stamps and Medicaid are likely to move into the workforce. By contrast, complete exits from the system may result from factors other than work, including, for example, marriage or increased child support payments, or even departure of children from the household. Future work will examine reasons for exit, and in particular, will focus on understanding the nature of complete exits, why those who exit the system completely remain off AFDC longer than those who continue to receive food stamps or Medicaid, and why their subsequent behavior is more difficult to predict.

This research was presented at the 1997-98 Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation/Census Bureau Small Grants Conference on Poverty, Washington, D.C., May 1997. It was supported with funding from the Northwestern University/University of Chicago Joint Center for Poverty Research through an HHS grant. The results are published in a JCPR working paper and are available at http://www.jcpr.org/reidy.html. 1998.

Developing Data for Research and Policy

The Integrated Database on Children's Services in Illinois

Robert Goerge, John Van Voorhis

The Integrated Database on Children's Services (IDB) is a unique resource for policy and research concerned with children's experiences in the human services system in Illinois. Because the responsibility of each agency is limited and distinct, none currently possesses a complete view of the service history of a family or of the problems with which a family is struggling.

The IDB works to fill this gap in our vision by providing a comprehensive picture of children's use of publicly provided or financed service programs. The IDB is compiled from administrative data—that is, data routinely collected by the agencies for administrative purposes—that have been reformulated and analyzed to inform research, policy, and management. The resulting database reflects the experiences of the entire population of Illinois children who have had contact with the following programs: child welfare, Temporary Assistance for Needy Families (TANF), Medicaid, food stamps, special education, corrections and juvenile justice, mental health, and substance abuse. Because data date back seven to twenty years, the IDB makes it possible to perform longitudinal analyses, tracking trends over time. The database is continually updated and data on new services are added frequently. For example, data on the Women, Infants, and Children (WIC) program and family case management have been recently added.

With major reforms underway in the human services system, the IDB is a critical source of information on the impact of these changes on children and families. Initial analyses using the IDB, for example, provided, for the first time, an unduplicated count of children receiving publicly supported social services in Illinois. Researchers have most recently been using data from the IDB to support Illinois Department of Human Services staff in planning, implementing, and evaluating programs and policies. DHS, for example, has been actively using welfare-to-work performance measures developed using the IDB as a program management tool with local office administrators.

Although the IDB follows Illinois children and services, the analyses frequently have national implications, and Chapin Hall's methods for transforming agencies' administrative data for policy and research uses are being adopted in many states and at the national and international levels. Researchers, for example, are currently collaborating with the state of Massachusetts in developing and performing similar applications. Other applications include Use of Multiple Human Services by Illinois Children and Families and Characteristics of Informal Kinship Care.

The Integrated Database on Children's Services has been developed by Chapin Hall researchers over the last decade with funding from the Annie E. Casey Foundation, the Edna McConnell Clark Foundation, the Spencer Foundation, the Illinois Department of Children and Family Services, and the U.S. Department of Health and Human Services. Associated publications listed below. Ongoing.

Developing an Integrated Administrative Database

Mairéad Reidy, Robert Goerge, Bong Joo Lee, forthcoming

Planning for Human Service Reform Using Integrated Administrative Data

Mairéad Reidy, Robert Goerge, Bong Joo Lee, forthcoming
To be published in *Exploring Research Methods in Social Policy Research* by the Ashgate Publishing Company, Aldershot, UK, M. Little and D. Gordon, editors

Planning for the integration of human services can be supported by analysis of data from the administrative records of agencies that provide services. The power of these data becomes available to researchers and policy planners when the individual records of services delivered to children and families are integrated longitudinally and across service programs and settings.

In "Developing an Integrated Administrative Database," the authors focus on the methods used to integrate records. They review some of the advantages that administrative data have over sample surveys and other data sources in examining multiple service use by children and families. They outline the steps involved in accessing, integrating, and using administrative data—such as acquiring agency data, maintaining confidentiality, analyzing and documenting data, database design, record linking, creating summary records, and distinguishing patterns of service use—and discuss the key concerns in these processes.

In the second chapter, "Planning for Human Service Reform Using Integrated Administrative Data," the authors illustrate the potential of integrated administrative data to inform human services reform by drawing on the experiences of Illinois state government. Illinois used administrative data to support planning for agency consolidation and for a new service delivery system. The authors focus on how administrative data can inform agency-capacity and case-management planning. They also discuss how integrated administrative data can be used to support efforts by communities to join forces with the state to design and implement effective programs.

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Illinois's Longitudinal and Relational Child and Family Research Database

Robert Goerge, John Van Voorhis, Bong Joo Lee 1994
Published in *Social Science Computer Review* 12:3, Fall 1994.

The authors outline the process of creating the Integrated Database on Children's Services in Illinois (IDB) and discuss the validity of administrative data. They address issues involved with setting up an integrated database such as designing a database, receiving permission from agencies to examine their records, linking the records of many agencies to individual clients, maintaining confidentiality, and data management. They note that setting up integrated databases in other states could spur multistate or national studies.

Data for Decision Making at DCFS

Robert Goerge, Lucy Mackey Bilaver, Lisa Sanfilippo

Based on Chapin Hall's Integrated Database on Children's Services in Illinois (see p. 30), Chapin Hall researchers designed an integrated database for the Illinois Department of Child and Family Services (DCFS). This customized database stores DCFS records and allows for rapid analysis of the information they hold. In 1998, Chapin Hall entered into a contract with the Child and Family Research Center at the University of Illinois to provide research and technical assistance in the use of this database. As part of this project, Chapin Hall researchers are creating a specialized database to monitor the achievement of permanency in out-of-home foster care placements, expanding and updating the documentation of the existing DCFS database, and providing Research Center staff with technical assistance in developing systems and programming. 1998.

Policy Analysis, Program Assessment, Evaluation, and Data Analysis: Analysis of State and Local Administrative Data

Robert Goerge, Fred Wulczyn

Chapin Hall has joined a team of research organizations that is providing rapid analyses of important issues to the U. S. Department of Health and Human Services (HHS) under the direction of the American Institutes of Research. The team also includes the UCLA Center for Health Policy Research, the Center for Support of Families, Signalhealth, and Professional and Scientific Associates. Through a task order contract with the HHS Assistant Secretary for Planning and Evaluation, senior staff at each

organization are performing policy or program assessments, developing evaluation designs, and conducting analyses of data, among other research activities. Efforts will cover a broad range of policy issues including welfare reform and managed care in the Medicaid program. Chapin Hall brings to the team its expertise in designing, developing, and analyzing databases that integrate information routinely collected by human service programs. (See the Integrated Database on Children's Services in Illinois, p. 30.) This expertise will be particularly useful for research on the delivery of services to families with severe and multiple problems. 2003.

Analytic Information Systems

Fred Wulczyn

In an attempt to improve permanency rates and service delivery in general, the Administration of Children's Services in the City of New York (ACS) is funding a consortium of researchers to develop information systems that will inform key policy, programmatic, and fiscal reforms in children services. Chapin Hall, the National Center for Children in Poverty, and the Robert J. Milano School of Management and Urban Policy at the New School for Social Research form the consortium, which will establish and maintain a data warehouse (see Integrated Database on Children's Services in Illinois, p. 30), including the necessary information to structure, support, and constantly improve the delivery of community-based services in New York. Data collection and subsequent integration will focus on six different areas, with priorities determined by ACS and Consortium members. Throughout this project, Chapin Hall will serve as the expert in child welfare policy and programs in New York, providing research and analytic support in three primary areas: assistance on managed care; helping to develop outcome indicators; and rate setting for child welfare services. New York City has adopted Chapin Hall's proposed methods for entering new contractual relationships with child welfare service providers and to date has entered $400 million worth of contracts. 1999.

Massachusetts Longitudinal Database for Research on Child Support Enforcement and Social Service Agencies

Bong Joo Lee, Fanli Zhao, Jerry Kieltyka

Chapin Hall researchers are working with the Massachusetts Department of Revenue and the U.S. Department of Health and Human Services to develop the Massachusetts Longitudinal Database for Research on Child Support and Social Service Programs (LDB). Their work will draw on Chapin Hall's development of the Integrated Database on Children's Services (see p. 30). In the first stage of work, researchers used the computerized administrative files of several Massachusetts state agencies to construct a longitudinal database. The database includes administrative data from publicly funded antipoverty programs, including Temporary Assistance for Needy Families (TANF), Medicaid, and food stamps, as well as child support enforcement, wage reporting, and new-hires data from the Massachusetts Department of Revenue. Chapin Hall has now entered a second stage of work, providing technical support to enable the Massachusetts Department of Revenue to maintain and expand the database. In the second stage, the LDB will be augmented with additional administrative files, including foster care, abuse and neglect, child care, and employment services data. The completed database will offer useful insights into use of and interactions among social service programs, and it will provide the basis for increased policy-relevant research in the government and in the academic community. 1999.

Developing Indicators to Monitor the Effects of Welfare Reform in Massachusetts

Bong Joo Lee, Peter Rogan, Jerry Kieltyka

This project seeks to develop research capacity within the Massachusetts commonwealth government to monitor the effects of welfare reform. The research capacity will be enhanced by building on the existing infrastructure for research on social service programs that the Massachusetts Department of Revenue Child Support Enforcement Division and Chapin Hall have initiated. The goal of the project is to develop a set of outcome indicators to monitor the effects of welfare reform using the Massachusetts Longitudinal Database for Research on Child Support Enforcement and Social Service Agencies (LDB; see preceding project summary). Chapin Hall researchers are providing the Department of Revenue, the lead agency for the project, with research support in the analysis of the LDB to construct and track key outcome measures of Massachusetts welfare reform. The project is funded by the Massachusetts Executive Office of Health and Human Services. 1999.

PRIMARY SUPPORTS FOR CHILD AND YOUTH DEVELOPMENT

As a society, we have long recognized that some children—those who live in poverty or live with abuse and neglect, for example—need attention and support beyond that provided by their families. The recognition that *all* children need support, not just to cope with problems but to foster their development, has come more slowly, but it has grown rapidly in recent years. Changes in family structure, high geographic mobility, and increased parent hours devoted to the workplace, combined with a growing sense that many young people are profoundly alienated, have led to an awareness of the importance of formal and informal supports for all children. Regardless of their social and economic context, all children and youth need structured activity, attention from caring adults, and connection to the broader society and the world of adults they will soon enter.

Primary supports, a term coined at Chapin Hall, describes the array of normal supports needed by all young people to support their development into productive, caring adults. These supports include such activities as organized sports, religious youth groups, art and drama programs, tutoring and mentoring, as well as the resources of libraries, museums, parks, community centers, and settlement houses. Primary supports, designed to facilitate development, are the often-overlooked complement to the specialized services designed to address children's problems. Together, the two sets of resources have the potential to respond to the full array of children's needs. By developing the primary supports concept and attempting to broaden the definition of children's services to include developmental as well as problem-oriented supports, Chapin Hall has changed the terms of thought, discussion, and action in this arena.

Current Work in Primary Supports

Chapin Hall continues to develop the concept of primary supports through research and writings on the activities and experiences that make primary supports meaningful. As awareness of primary supports grows among funders and policy makers, Chapin Hall is increasingly involved in research on programs and resources that serve children in this manner. The **conceptual development** work includes the continuing effort to shape a coherent field of research from fragmented information and ideas, and to increase understanding of primary supports and their role in the development of young people. It also includes the exploration of promising concepts, such as caring; of individual programmatic approaches, such as arts programming and literacy development; and of issues, such as what factors shape youth organizations and how strategic alliances affect the operations of nonprofit social service organizations. The research on **programs, including documentation and evaluation,** is examining the full range of primary supports programs nationally on the one hand and an array of individual programs in Chicago and other cities on the other.

Exploring Concepts, Approaches, and Issues

Attention to children's problems came to dominate the landscape of children's policy over the last fifty years. More than a decade ago, Chapin Hall researchers were among the first to identify one result of this: relative inattention to children's normal development. At the same time, they were among the leaders in recognizing that communities and community resources serve as normal supports for children and could be enlisted in an effort to correct the imbalance between developmentally focused and problem-driven services. Their early, small-scale explorations in the 1980s resulted in such seminal works as "Communities and Adolescents: An Exploration of Reciprocal Supports" and "The Availability and Use of Community Resources for Young Adolescents in an Inner-City and a Suburban Community" (publications described later in this section.) From this beginning, they built a comprehensive vision of primary supports and their role in both child and youth development and in our societal response to the needs of young people. This culminated in the publication of a Chapin Hall Report entitled *Children, Families, and Communities: A New Approach to Social Services* (see publications below) and in a Chicago Community Trust initiative to support the development of primary supports in Chicago.

This work continues though an ongoing project, funded by the Elizabeth Morse Charitable Trust, which is designed to support further development of both the primary supports concept and the infrastructure of primary supports in Chicago. This project has spawned a series of targeted, completed explorations on such topics as the prevalence and financing of primary supports in Chicago, a case study of tutoring/mentoring, and administrative challenges confronting grassroots social service organizations. These efforts continue in several current projects, including one that explores changes in the ways primary supports providers function and another that has developed a knowledge base concerning arts programs for children and youth in Chicago. In related work supported by the DeWitt Wallace-Reader's Digest Fund, researchers are exploring current practices and appropriate roles for after-school programs in fostering the literacy of low-income children.

Broad conceptual development work also continues, most notably in the area of caring and youth development. Chapin Hall researchers undertook the task of determining whether caring would be a useful construct for the development and study of programs and institutions serving young people and, in particular, in understanding and fostering the effectiveness of primary supports programming. This work has culminated in a book, *They Still Pick Me Up When I Fall: The Role of Caring in Youth Development and Community Life*, which has been accepted for publication by the Columbia University Press.

Program Documentation and Evaluation

As recognition of the importance of primary supports programming grows, so does the need to document the challenges these programs face and the successes they have achieved. Chapin Hall's efforts to document and evaluate primary supports programs span a broad range. In the last year, Chapin Hall completed a seven-year documentation of the Children, Youth, and Families Initiative, a Chicago Community Trust initiative inspired and shaped by Chapin Hall's early work in primary supports. Although many evaluation projects focus on Chicago-area programs, Chapin Hall's research on primary supports is also nationwide. With support from the Lilly Endowment, researchers are completing a manuscript profiling primary supports programs across the country.

As in the conceptual development area, the work in program documentation and evaluation combines broadly focused efforts with more targeted ones. After-school time and after-school programs are currently a focus of strong policy interest. The DeWitt Wallace-Reader's Digest Fund sponsored an initiative—Making the Most of Out-of-School Time—to increase the quality and quantity of after-school care in three cities. The results of the study were presented in a May 1999 policy briefing sponsored by Senators Kennedy and Jeffords; a report is in preparation. This year, Chapin Hall is beginning a major evaluation of the DeWitt Wallace-Reader's Digest Fund's Public Libraries as Partners in Youth Development Initiative, which will explore a major effort to expand the role of libraries in an infrastructure of primary supports providers. Other Chapin Hall researchers are also working on projects that examine informal learning, quality improvement, and community/organization partnerships.

Projects and Publications

The remainder of this section presents descriptions of the individual projects constituting Chapin Hall's current program of research in Primary Supports, each with associated publications to date. This is followed by descriptions of all available publications resulting from Chapin Hall's earlier work in Primary Supports, published by Chapin Hall and others.

Exploring Concepts, Approaches, and Issues

Primary Supports: Developing a Field of Research and Action for Children, Families, and Communities

Joan Costello, Diana Mendley Rauner, Harold Richman

Primary supports is a term developed at Chapin Hall to provide both an overarching concept and a single name for a range of rich and diverse, but largely disconnected, activities, services, and institutions that support the development of young people. These include after-school programs; organized sports; art and drama groups; the resources of neighborhood and civic institutions such as libraries, parks, museums, and community centers; and opportunities for youth to be entrepreneurial and contribute to their communities. Chapin Hall researchers have been interested in calling attention to the often-underacknowledged potential of these supports—not only for children and youth, but also for the families and communities in which they live—and they were interested in understanding how primary supports work, especially when they are most successful.

The researchers also brought a systems perspective to bear on this work. They have sought to understand whether the potential of primary supports could be increased by having the largely disparate array of primary supports activities come together with a sense of common enterprise on behalf of young people, and by connecting them more closely to the services designed to address problems, such as services for abused, neglected, or disabled children. Currently, such diverse activities and affiliations as museums, sports leagues, and church-based youth programs tend not to see themselves as part of a common endeavor. Nor do many of the policy makers, funders, researchers, and others concerned about the health and welfare of children and families appreciate the potential of primary supports as if they were considered a "sector" of social services. What would happen if they did? Would primary supports become more effective by taking increased advantage of the possibilities for learning and cooperative action across individual programs? Would additional programs be established to improve the training of those who work with youth in such settings? Would we see more research on the value of primary supports in preventing problems and promoting positive childhood development? Would public and private funders be moved to increase the resources they make available to primary supports?

With the support of the Elizabeth Morse Charitable Trust, Chapin Hall is examining the range of primary supports currently offered in Chicago, the fundamental ideas underlying primary supports, and the issues associated with viewing them as a more unified endeavor. The Center is seeking to shape a coherent field of research from fragmented information and ideas, a limited body of existing research, and little systematic documentation of these programs and activities. Through a series of studies and related activities, researchers aim to increase understanding of primary supports and their importance in the development of young people. (The current studies in this series are described below, with the support of the Elizabeth Morse Charitable Trust noted.) Associated publications listed below. 1999.

Administrative Resources and Supports for Grassroots Youth Programs: The Challenges to Providers and Ideas for Targeted Support

Susannah Quern, Diana Mendley Rauner 1998
A Chapin Hall Working Paper
PS-20 $5.00

The authors undertook this study to identify the primary administrative challenges facing small grassroots agencies serving children, to assess the administrative resources available to them, to identify obstacles to using these resources, and to develop new ideas and strategies for supporting grassroots programs. The authors noted a tension between program and service priorities on the one hand, and administrative functions on the other. This paper explores that tension, and concludes with several recommendations, primarily based on the notions of collaboration and resource networks, that may help grassroots organizations to meet their administrative needs without compromising programs and services.

Cooperating to Survive and Thrive: Innovative Enterprises Among Nonprofit Organizations

Amelia Kohm 1998
A Chapin Hall Working Paper
PS-18 $5.00
Also published in *Nonprofit World*, Volume 16, Number 3.

Over the last 10 years, incubators for fledgling programs, contractual relationships among nonprofits, and various types of networks, cooperatives, and membership organizations have emerged in cities nationwide. These arrangements are intended to capitalize on economies of scale found in large organizations while maintaining the character, philosophies, flexibility, and community responsiveness of smaller ones. This paper provides an initial view of some endeavors of this kind. The author concludes that improved facilities, more sophisticated technologies, higher-quality management services, and more comprehensive employee benefits—all at reduced costs—are among the potential benefits of these arrangements. In addition to exploring the challenges that face organizations undertaking this kind of effort, the author also describes the positive results, including improved information sharing and more efficient distribution of scarce resources.

Exploring the Scope of Primary Supports in an Urban Area

Amelia Kohm, Sunil Garg 1998
A Chapin Hall Working Paper
PS-19 $5.00

In order for policy makers, funders, researchers, and others concerned with the well-being of children and families to appreciate and act on the potential of primary supports, more information is needed about their scope and availability and about the degree and kinds of financial support allocated to these activities and resources. This paper explores the possibility of gaining a general appreciation of the prevalence and financing of primary supports in Chicago, with particular attention to the Grand Boulevard community. Although it is not possible to inventory all of the activities, facilities, and events that make up the primary supports sector, the authors have attempted to enhance understanding of the value and limitations of currently available information and to frame recommendations about the types of studies and databases that might facilitate an increased understanding of the primary supports resources currently available.

Caring and Youth Development

Diana Mendley Rauner

One of the major conceptual tasks of the primary supports field is describing the mechanisms by which primary supports programs influence and enhance development. A key defining feature of successful primary support programs is an atmosphere of caring, in which young people can develop relationships with caring adults and experience norms of behavior that stress mutual respect and responsibility. Over the past decade, Chapin Hall has worked to develop the concept of caring as a meaningful input and outcome in youth work. Chapin Hall's work in this area began with the Lilly Endowment's Research Grants Program in Youth and Caring and has continued in research and dissemination projects designed to increase understanding and awareness of the concept among researchers and practitioners.

This current project involves the research and writing of a book, *They Still Pick Me Up When I Fall: The Role of Caring in Youth Development and Community Life*, meant to reach parents, youth workers, and policy makers. The book makes the case for the need to redirect youth programming and youth-serving organizations, including schools, toward the practice and experience of mutual, responsible relationships. Caring is shown to be a way to talk about the work being done by many in diverse fields, so as to emphasize that all are engaged in a common endeavor. The book attempts to make concrete the ideals of caring interactions by articulating specific attitudes and behaviors that constitute care by individuals, such as teachers and other youth workers, and the practices and policies of caring schools and other organizations. The volume will be published in 2000 by Columbia University Press. It and other associated publications listed below. 1999.

They Still Pick Me Up When I Fall: The Role of Caring in Youth Development and Community Life

Diana Mendley Rauner
Forthcoming from Columbia University Press

Written for youth workers, policy makers, and parents, this book is an argument for the importance of caring and social responsibility both in the environments we create for young people and in our expectations of what they should become. It offers a window into the experiences of successful youth programs through the eyes of young people and adults, combined with analyses based on an extensive review of relevant research. The book attempts to make concrete the ideals of caring interactions by articulating specific habits and behaviors that constitute care by individuals and specific practices and policies that characterize caring organizations and caring societies. The book emphasizes the practice of care, drawing on exemplars to demonstrate how the fundamentals of caring practice are similar in face-to-face encounters, caring organizations, and a caring society. Each chapter begins with a profile of a youth-serving organization, drawn from the fields of education, youth work, and counseling. The rest of the chapter frequently refers to the experience of these organizations, weaving the words of the youth and adults involved together with a discussion based on extensive research and knowledge of youth development.

Columbia University Press
562 W 113th Street
New York, NY 10025
212/666-1000

Youth and Caring: Developing a Field of Inquiry and Practice

Robert Chaskin, Theresa Hawley 1994
A Chapin Hall Report
PS-12 Free of charge, courtesy of the Lilly Endowment.
Sponsor: Lilly Endowment

This report summarizes the efforts of the Lilly Endowment's Research Grants Program on Youth and Caring, launched in 1989. The research grants program sought to determine the dimensions and usefulness of the concept of "caring" as a behavioral construct—to map out a new field of inquiry based

on the power of this commonly used but underexamined concept, which includes, but is not limited by, such characteristics as empathy, altruism, prosocial behavior, and efficacy. The report also explores ways in which environments and services can better engender and support caring attitudes and behavior in youth. Chapin Hall managed the program on behalf of and with funding from the Lilly Endowment, with assistance from a national advisory committee.

A Kappan Special Section on Youth and Caring

Robert Chaskin, Diana Mendley Rauner 1995
Reprint from *Kappan* (May 1995)
PS-15 $5.00

The editors provide an overview of the concept of "caring" as a field of inquiry in child and youth development, describing various research projects funded by the Lilly Endowment as part of their Research Grants Program on Youth and Caring (see publication above), and briefly summarizing their findings. These research projects sought to understand how individuals and institutions can care effectively for young people and develop in them the capacity to care effectively for others. Additional articles in this special issue were authored by Nel Noddings, Joan Lipsitz, and Joyce Epstein, among others. Topics explored in these articles include a rationale for the importance of caring, students' views on caring, the effectiveness of family workshops on caring in a middle school setting, and school/family/community partnerships concerned with caring for children.

The Contributions of Caring to Community Building

Rebecca Stone 1997
A Chapin Hall Working Paper
PS-17 $5.00

This paper presents a preliminary exploration of the usefulness of "caring" as a framework for understanding certain elements of community change, specifically its relevance for the current community-building efforts seeking to reinforce or reinvigorate social, economic, and physical assets of communities for the support of children and families. The paper posits that community building shares with caring some crucial assumptions about the importance of social connectedness to community strength, the need for social participation and involvement to build a sense of belonging, and the values of commitment and reciprocity. Both caring and community building, therefore, can be seen as inputs to other outcomes, as contexts for successful development, and as orientations for pockets of effort.

Evolution of Primary Supports

Susannah Quern, Darchelle Garner, Diana Mendley Rauner

As part of Chapin Hall's ongoing effort to explore and promote primary support programs, this study looks at the ways in which public and private funding to primary support organizations has changed over time, and at how the changes have influenced the missions and strategies of these organizations. Over the past two decades, public funding for child care and for specialized services has grown sharply; trends for primary support activities such as recreation, arts, and other enrichment programs are less clear. However, it is clear that many of the agencies that have traditionally provided primary supports have been markedly altered by new funding streams and priorities, and their primary supports offerings have been affected as well. The researchers found that funding and mission changes have affected aspects of primary supports such as ages served, enrollment, staffing, and programming. It is hoped that this study will influence a public dialogue about the need for and availability of funding for primary supports in both the public and private sectors. The Elizabeth Morse Charitable Trust supported this project. 1999.

How History, Ideology, and Structure Shape the Organizations that Shape Youth

Joan Costello, Mark Toles, Julie Spielberger, Joan Wynn

This project examined the ways in which organizational factors help or hinder the promotion of youth development in organizations in the three human services sectors that interact with youth on a regular basis. The product of this effort is a paper, slated to be part of a book in development by Public/Private Ventures. The authors consider historical perspectives on youth and the role of the youth development movement in calling attention to the undeveloped opportunities that exist within human service organizations. They also suggest that attention might best be paid to how organizations can examine the level of youth involvement they permit and consider ways to enhance the involvement of young people to the mutual benefit of youth and the organization. Finally, they recommend that the promotion of youth development within organizations would benefit from a neighborhood locus, a public awareness campaign following the model used in public health initiatives, and research on the migration of good practices. 1999.

Building a Knowledge Base for Arts Programs for Children and Youth in Chicago

Joan Costello, Amelia Kohm, Adrienne Falcon, Bea Julian, Jennifer Fenton

Although numerous arts programs for youth exist in Chicago, there is little research to help funders, policy makers, researchers, and advocates effectively plan, assess, and promote arts programs for young people. Chapin Hall recently undertook a study, with funding from the Elizabeth Morse Charitable Trust, the Rockefeller Foundation, and the Illinois Arts Council, to begin to build a knowledge base about arts programs for young people. Chapin Hall researchers identified 498 visual, performing, and media arts programs for children and youth in Chicago and closely examined eighteen programs representing different sizes, missions, operating styles, and participant populations.

The researchers found that although parks, social service agencies, and recreation groups are the primary providers of arts experiences to young people in Chicago, they often have trouble garnering resources for these programs because many funders prefer to contribute to programs offered by traditional arts organizations such as museums and theaters. Researchers also found that experiences in arts programs offer important complements, additives, or sometimes correctives to school experience. Program participants, especially teens, often reported that they feel lost when at school, that no one really knows them there. By contrast, many described feeling supported and recognized as individuals in arts programs. A report detailing these and other findings from the study is being prepared. 1999.

Children's Literacy Development in School-Age Programs

Robert Halpern, Julie Spielberger

The purpose of this project is to increase our understanding of current practices in, and the most appropriate roles for, afterschool programs in fostering low-income's children's literacy, in order to provide a foundation for improved policy and practice. Nationally, there is strong concern about the academic performance of children in public schools, and afterschool programs are increasingly looked to as a way to remediate poor literacy skills. At the same time, there is concern that focusing too narrowly on reading and writing in the context of doing homework in afterschool programs will result in neglect of other areas of child development, which also support literacy and academic development.

This project builds on the work Chapin Hall has done in the MOST evaluation, an evaluation of an after-school programming initiative (see the next section, Program Documentation and Evaluation). This work will increase understanding of the appropriate role of afterschool programs in supporting low-income children's emerging literacy, the realities of afterschool program resources, and the roles of other developmental settings. It will make recommendations on prerequisites, principles, and ideas for good practice with regard to promoting literacy in afterschool programs and to addressing obstacles to good practice.

Funded by the DeWitt Wallace-Reader's Digest Fund, the study will employ multiple methods of data collection to obtain information on the current range of literacy practices in afterschool programs serving low-income children, and the factors that shape prevailing practices; and to identify and describe exemplary purposes, approaches, practices, and activities for children's literacy development. These include a questionnaire survey, face-to-face interviews, and program observations. 2001.

A Study of Strategic Alliances Among Nonprofit Social Service Organizations in the U.S.

Amelia Kohm

Rising community needs and decreased federal funding, among other challenges, have forced many social service and other nonprofits to adjust their approaches to administration and management. Many are forming strategic alliances with other organizations in an effort to decrease administrative expenses, increase management quality, deliver more highly integrated services, and better position themselves in the face of increased competition. Nonprofit alliances include full-scale mergers that combine two or more independent organizations to form a single entity; arrangements to share administrative functions; and joint ventures, including formal agreements to establish a new program or buy a building. Information on the formation and outcomes of these strategic alliances is sparse. To understand these alliances better, Chapin Hall is collaborating with David La Piana of Strategic Solutions in an effort to promote greater understanding of strategic alliances. This involves studying the types of alliances that exist among social service and cultural nonprofits; the benefits and challenges of specific strategies; the lessons learned from creating alliances; and the overall impact of alliances on the nonprofit and social service sectors. Phase 1 of the project is funded by the Aspen Institute. 2000.

Publications Resulting from Earlier Research

Resource Guide: Strengthening the Youth Work Profession

Renae Ogletree, Sylvan Robb 1996

A publication of the DeWitt Wallace-Reader's Digest Fund

This guide, produced by Chapin Hall for the DeWitt Wallace-Reader's Digest Fund Training Conference, contains descriptions of materials for the development of the youth work field produced by such Fund grantees as Girls Incorporated, Boys and Girls Clubs of America, and Junior Achievement. The materials reviewed in the guide deal with staff development, definition of the professional field of youth work, programming, evaluation, and marketing.

To order contact:
DeWitt Wallace-Reader's Digest Fund
Two Park Avenue, 23rd Floor
New York, NY 10016
Telephone: 212/251-9700

Children, Families, and Communities: A New Approach to Social Services

Joan Wynn, Joan Costello, Robert Halpern, Harold Richman 1994

A Chapin Hall Report

PS-10 $12.00

Sponsor: Ford Foundation

This report explores the potential benefits of a major shift in children's policy—from a focus aimed almost exclusively at reacting to problems to a focus that would both enhance child development and family functioning and respond appropriately to problems as they arise. The report describes in detail the major elements of a reconfigured system of primary supports and social services. Such a system would include the creation of community-based planning and governance groups to launch the process of system development; the enhancement of primary supports to allow them to work more effectively, both separately and as part of a new system; the development of mechanisms to allow collaboration between the largely privately supported primary supports and the largely publicly financed specialized services; the development of organized training opportunities for providers of both specialized social services and primary supports; and the improvement of access to services for children and families. This volume, published with support from the Lilly Endowment, has been in great demand among a range of interested parties, including public policy makers, private service providers, and foundation sponsors of child and family programs. It has also been cited widely in educational, policy, and social resource journals and other publications.

Sports and Recreation for Chicago Youth: Existing Services, Opportunities for Improvement

Diana Mendley Rauner, Laurence Stanton, Joan Wynn 1994

A Chapin Hall Working Paper

PS-11 $5.00

Sponsor: Chicago Community Trust

Although it is widely believed that sports and recreation activities contribute much to children's development, Chicago children were once at special risk of finding such activities denied them. In 1992, the Chicago Board of Education threatened to eliminate all funding for sports and extracurricular activities from its budget. At the same time, there was a growing perception that the Park District had failed to provide adequate recreational opportunities for Chicago youth. Focusing on the Chicago Public Schools and the Chicago Park District, this paper presents a picture of the situation at the time the paper was written and offers policy recommendations that might improve the availability and quality of activities for youth. The recommendations were used in a reform initiative by the Chicago Park District, and the paper was distributed to an audience including the Chicago Community Trust, major public providers of recreational activities, and task forces that have been convened to discuss the needs of youth in Chicago. Although the report focuses on Chicago, it profiles efforts in eight other cities to plan for, provide, and finance recreational activities and other services.

Children's Services in Metropolitan Chicago: The Current System and Alternative Approaches

This series examines children's services as they were being offered and had been offered over the past 75 years in metropolitan Chicago and proposes an alternative approach. The new approach suggests the integration of services in communities in ways that would aid children and youth with problems while promoting the healthy development of all. (For information on the Chicago Community Trust's use of the ideas presented in this study, see Children and Family Services in Metropolitan Chicago: Documenting the Children, Youth, and Families Initiative, p. 41.)

Vol. 1: Chicago and its Children: A Brief History of Social Services for Children in Chicago

Deanna Silberman 1991

A Chapin Hall Working Paper

PS-06 $5.00

Sponsor: Chicago Community Trust

Vol. 2: A Demographic Portrait of Children in Chicago

Stephen Grant, Beth Osborne Daponte 1991

A Chapin Hall Working Paper

PS-07 $5.00

Sponsor: Chicago Community Trust

Vol. 3: Children's Social Services in Metropolitan Chicago

Roland Kulla, Phyllis Richards 1991

A Chapin Hall Working Paper

PS-08 $5.00

Sponsor: Chicago Community Trust

Vol. 4: Children's Services in Metropolitan Chicago: Directions for the Future

Harold Richman, Joan Wynn, Joan Costello 1991

A Chapin Hall Working Paper

PS-09 $5.00

Sponsor: Chicago Community Trust

The Availability and Use of Community Resources for Young Adolescents in an Inner-City and a Suburban Community

Julia Littell, Joan Wynn 1989

A Chapin Hall Working Paper

PS-04 $10.00

Sponsors: William T. Grant Foundation, Robert R. McCormick Tribune Foundation

The authors of this paper started from the position that community resources play an important role in children's lives and that systematic inclusion of these resources in policy planning concerning children would benefit children. Many have observed large disparities in the availability of such resources in affluent as opposed to impoverished communities, but few studies have looked closely at this issue. This working paper presents the results of an exploratory study of resources for sixth, seventh, and eighth graders—1,000 youth aged 11 to 14 years—in an inner-city and a suburban community in the Chicago area. The researchers found more than three times as many activities available in the suburban community as in the innercity community. They also explored children's and parents' perceptions of the positive and negative aspects of young people's participation in organized and informal activities, and identified additional resources that children and parents thought were needed in their communities. Drawing on the study findings, the authors began to frame a policy discussion about the use of community resources in enhancing the development of young people, and to develop methods for further research in this area.

The Impact of Liability Insurance Problems on the Delivery of Services to Children: An Intersection of Uncertainties

Joan Wynn 1988 (revised edition)

A Chapin Hall Working Paper

PS-03 $10.00

Sponsor: Allstate Foundation

This paper reviewed a study of how services to children are affected by exposure to liability and by fluctuations in the availability and cost of liability insurance. The author describes the basic operation of the civil justice system, in which liability claims are adjudicated, and of the insurance industry, in which the roles and terms for insurance are set based on assessing the risk of liability claims. The author suggests ways that social service providers can individually and together lower exposure to risk and better manage access to and costs of liability insurance. The author also defines issues raised by fluctuations in the price and availability of insurance and discusses steps that child-serving agencies might take to minimize the adverse effects of fluctuations on service-delivery.

Communities and Adolescents: An Exploration of Reciprocal Supports

Joan Wynn, Harold Richman, Robert Rubenstein, Julia Littell 1987

A Chapin Hall Working Paper

PS-02 $5.00

Sponsor: William T. Grant Foundation

This paper examines the role of primary support programs in communities and in promoting the development of youth. The report identifies policy issues related to primary supports and research needed to inform future policy in this area. Also published by the William T. Grant Foundation Commission on Work, Family, and Citizenship.

Child Day Care Resources in Illinois

Joan Costello 1986

A Chapin Hall Working Paper

PS-01 $10.00

Sponsor: Illinois Department of Children and Family Services

This study was undertaken to aid the development of day-care policies in Illinois. The report assesses changes in demography and labor force participation that fueled a growing demand for day care, and surveys the day care resources in existence at the time the report was written. Legislation relating to the provision of day care is also discussed.

Program Documentation and Evaluation

Child and Family Services in Metropolitan Chicago: Documenting the Children, Youth, and Families Initiative

Joan Costello, Harold Richman, Joan Wynn, Sheila Merry, Robert Halpern, Gina Barclay-McLaughlin, Ali Abunimah, Stephen Baker, Selma Chipenda-Dansokho, Sunil Garg, Lisa Marie Pickens, William Mollard, Adrienne Falcón, Beatrice Julian

In its Children, Youth, and Families Initiative, the Chicago Community Trust is supporting social service reform in the Chicago metropolitan area. The Initiative was shaped by Chapin Hall's recommendations from an earlier study conducted for the Trust. Through grants to various communities, the Initiative is working to develop community-based infrastructures of services and supports that can enhance child development and family functioning as well as respond to problems. Building such infrastructures entails creating in communities a collaborative goal-setting and planning capacity, as well as mechanisms that enhance access to services for individual children and parents. By engaging communities on behalf of children and families, the Initiative aims not only to improve and expand resources available to young people, but also to strengthen communities more generally—particularly their ability to plan collectively and to bring about change. The Trust has committed $30 million through the end of the decade to explore these reforms in Chicago communities.

Chapin Hall researchers conducted a process documentation chronicling the progress made and challenges encountered during the evolution of the Initiative from its beginnings through 1998. This work has generated information helpful to researchers in refining their ideas about community-based social service reform, to participants and sponsors of the Initiative, and to others engaged in community-focused initiatives. Though the documentation period has ended, members of the Chapin Hall project team continue to work with community leaders and members to advance social service reform and the mission of the Initiative. Earl Durham and Layla Suleiman serve as consultants on this project. Associated publications listed below, 1999.

The Children, Youth, and Families Initiative: A Mid-Course Report

Joan Costello, Sheila Merry, Stephen Baker, Lisa Marie Pickens 1998

PS-22 $5.00

The Chicago Community Trust's Children, Youth, and Families Initiative was launched in 1991 with two overarching purposes: as a grantmaking program, to improve social services and strengthen communities in support of children, youth, and families; and as an exploratory project, to see whether a set of ideas developed in research conducted by Chapin Hall and supported by the Chicago Community Trust would not only improve services and strengthen communities, but also help communities to plan the foundation for a more responsive and coordinated system of child and family services. In the forefront of attempts to explore the creation of comprehensive, integrated social service systems, the initiative was an early leader on several key aspects of such endeavors, such as enhancing primary social services, focusing on the many relationships involved in system reform, recognizing such reform as a long-term effort in need of long-term support, and establishing multiple sites to foster the synergy and cross-site learning that make collaboration successful.

This mid-course report is a summary of the Initiative as it entered its seventh year. It focuses on the present, looks back to see how the Initiative arrived at its current stage of development, and looks forward to suggest possibilities for a future course.

The Children, Youth, and Families Initiative: An Overview of Communities

Ali Abunimah, Stephen Baker, Gary Barker, Selma Chipenda-Dansokho, Joan Costello, Earl Durham, Don Reneau, Layla Suleiman 1998

PS-23 $5.00

This overview of the seven communities participating in the Children, Youth, and Families Initiative (CYFI) includes a map of each community that shows the agencies and programs funded by the Initiative and the boundaries of each community; summarizes the history of the development of the planning group in each community from its beginning in 1991 or 1992 to the present; describes one Initiative-funded program or program network in each community; and includes a list of all Initiative planning and program grants made to each community.

The contents of this overview tell, in an abbreviated way, the story of the Initiative in each of seven Chicago communities. Viewed as a whole, they chronicle a broad-based, ambitious undertaking, and may offer lessons for grappling with community-based initiatives.

Children, Families, and Communities: Early Lessons from A New Approach to Social Services

Joan Wynn, Sheila Merry, Patricia Berg 1995

A Publication of the American Youth Policy Forum

PS-13 $5.00

This report presents observations on the first four years of the Children, Youth, and Families Initiative, focusing on early lessons learned, including progress made, challenges encountered, and solutions devised. The report was developed from a presentation by two Chapin Hall researchers, Joan Wynn and Harold Richman, and the director of the Chicago Community Trust's Initiative at that time, Marvin Cohen. They presented the ideas underlying the initiative to a large audience of policy makers at a session in Washington, D.C. sponsored by the American Youth Policy Forum. The Forum published this report to bring an elaboration of the ideas presented to policy audiences nationwide.

Enhancing Social Services for Children and Families

Joan Wynn 1995

Reprint from *Public Welfare*

PS-14 $5.00

Drawing on the ideas and experiences of the Chicago Community Trust's Children, Youth, and Families Initiative, this article illustrates the development of three elements necessary to create a community-based system of social services: community planning and governance councils; provider connections through which primary and specialized service providers can come to know each other and work together; and mechanisms that make the existing primary supports and specialized services function as a single system for children and families—primarily mechanisms that enhance access to services.

Profiling Primary Support Programs

Sheila Merry, Joan Wynn

Growing evidence suggests that a variety of primary support programs help to meet youth needs and build competencies. This project surveys and profiles over seventy programs nationwide that have been identified as among the best of their kind by observers in the field. The project explores the diversity of youth-serving primary supports programs, the influences program directors believe they have on youth, and the practices they employ in trying to achieve these outcomes. It further considers commonalities among these programs and differences in programming strategies related to specific program goals. Chapin Hall has collaborated with the Center for Youth Development and Policy Research, a Washington-based research organization, on this project, which is supported by the Lilly Endowment. A report is in development. 1998.

Evaluation of the MOST Initiative

Robert Halpern, Julie Spielberger, Sylvan Robb

Demographic changes in society have increased the importance of before and after-school programs. Shifts in the economy, increased labor force participation by women, increases in single parenting, and weakened neighborhood structures—particularly in poverty-stricken communities—have contributed to the demand for safe places where children can play, learn, and develop during out-of-school time. To respond to this need, the DeWitt Wallace-Reader's Digest Fund initiated MOST (Making the Most of Out-of-School Time), an effort to increase the quality and quantity of before- and afterschool care in Boston, Chicago, and Seattle.

The Fund asked Chapin Hall to conduct a thirty-month evaluation of the MOST initiative. The evaluation was designed to trace the extent to which, and the pathways through which, MOST strategies in each city come to influence the supply, accessibility, affordability, and quality of school-age care for low-income children and to strengthen afterschool programs as a system.

Additionally, the evaluation collected data to build a baseline of information on important dimensions of the after-school program system in each city (supply, program quality, system characteristics, and financing), in order to provide context for understanding and explaining MOST efforts, and to aid future investment in the afterschool program field. 2000.

Libraries as Partners in Youth Development Initiative

John Schuerman, Samuel Whalen

The 1990s have witnessed renewed interest in the contributions that nonschool institutions can make to meeting the developmental needs of all young people and, in particular, of low-income children and adolescents. The DeWitt Wallace-Reader's Digest Fund's Libraries as Partners in Youth Development Initiative is currently funding nine public library systems around the country to reflect on the role that libraries might play as youth development partners, and to design and implement innovative library-based programs for youth. The Fund is particularly interested in understanding how the incorporation of

youth development principles into library practices might amplify the relevance of libraries for youth. The nine sites include Oakland, Seattle, Baltimore, Charlotte, Brooklyn, Philadelphia, Washoe County (Nevada), Tuscon-Pima, and Fort Bend (Texas).

Chapin Hall is undertaking a three-year evaluation of the project, comprising four integrated studies. First, a policy mapping study will explore the incentives and barriers to expanding the roles of libraries to promote youth development and participate in community partnerships. A policy mapping document will suggest responses to key issues for policy and practice. Second, an implementation study will document the experiences of grantees and their partner organizations in translating the broad framework of the Initiative into library-based partnerships for youth in their communities. Third, an intensive study of youth participation at four sites will aim to develop a theory of change linking program characteristics to patterns of youth involvement, while exploring early social capital and experiential outcomes of participation. Basic participation data will be collected from all nine sites. Finally, a cost and financing study in six sites will take a broad view of costs, including all resources used in the programs. Data collection will include budget and fiscal documents, other documentary evidence of expenditures, and interviews with program executives and fiscal staff. 1999.

Improving Quality in Primary Supports Programs: A Self-Study Guide for Managers and Staff of Non-School Programs for Young People

Joan Costello, Gary Barker, Neide Cassaniga

In communities where primary supports are in short supply, establishing and maintaining programs for young people have become top priorities. Some of these programs, however, fall short in meeting the most fundamental goals of primary supports—to promote the healthy development of children and youth and the well-being of families. Chapin Hall researchers are drawing on their investigations of primary supports to develop a self-study guide for primary supports programs. This guide will define the common characteristics of primary supports programs—safe, comfortable spaces, respectful relationships, constructive activities, and adequate administrative structures—and will draw attention to program practices that effectively promote the development of children and adolescents. The guide is being pilot tested among the staff and administrators of Chicago programs. Researchers hope that the guide will help organizations improve the quality of primary supports programs and activities. This project has been funded by the Elizabeth Morse Charitable Trust and the Chicago Community Trust. 1999.

Baltimore Museum/Community Project

Michael Spock

Improving the prospects for disadvantaged children depends on increasing the capacity of their families and the supports in the communities where they live. Cultural institutions have sometimes been identified as among the organizations that could make a contribution. Toward that end, Port Discovery, the new children's museum in Baltimore, has begun to build working relationships with community-based organizations in neighboring low-income Jonestown around partnerships and programs that will become the vehicle for the integration of the museum into the life of the community, and the community into the life of the museum. The Casey Foundation has made a one-year planning grant to Port Discovery for the museum to work with Jonestown, Chapin Hall, and the Foundation in researching, developing, and evaluating a model for the long-term integration of a mainstream cultural institution and an economically challenged neighborhood in a way that would change both the lives of children and families in the community and the perspective and operations of the cultural organization. A plan will be developed and funding sought for trying out this model in Baltimore, and perhaps other communities nationally. 1999.

Informal Learning Initiative

Michael Spock

Chapin Hall's work in primary supports is premised on the belief that these resources provide important opportunities for children to develop and learn in a rich array of settings. One of these settings is museums. To begin exploring the role of museums as primary supports for children and as informal learning settings, researchers have conducted interviews with seventy-five museum professionals about both their own pivotal learning experiences and those of museum users they have observed in the course of their work. The 400 stories they told reflect on both the nature of learning in museums and the way museum people choose to talk about those experiences. Discussions of this material have been published in *Presence of Mind* (published by the American Association of Museums) and in *Bridges to Understanding Children's*

Museums (published by Children's Museums: Bridges to the Future).

The program will also produce a series of discussion videotapes for use by museum professionals and others interested in informal learning. The first discussion tape, "Listening to Ourselves: Stories Museum People Tell about Pivotal Learning Experiences in Museums," was produced in 1996. A more complete tape and study guide, for use in the training and staff development of museum professionals, will be published by the American Association of Museums in the spring of 2000, with support from the Joyce Foundation.

Another series of exploratory interviews, in which six lifelong learners described the pivotal learning experiences of their lives, was conducted, videotaped, and analyzed. The first two components of the program were funded by the Joyce Foundation. Associated publications listed below. 1998.

Elegant Programs and Conversations

Michael Spock

Published in *Presence of Mind: Museums and the Spirit of Learning*. American Association of Museums, 1999.

This article focuses on the different ways that material can be presented by museum workers in order to promote learning among museum attendees. The author examines the learning that results from two types of "conversations"—one, the result of viewing an exhibit that tells about an event or idea; and two, the result of face-to-face interactions between visitors and museum staff. Face-to-face interactions allow visitors to take part in how the information is presented, either by participating in a story or creating their own questions and stories about visual exhibits. The author concludes that by having visitors take part in an exchange of information, their experiences are enriched.

Learning from Ourselves: Pivotal Stories of Museum Professionals

Hope Jensen Leichter, Michael Spock

Published in *Bridges to Understanding Children's Museums*. Case Western Reserve University, Mandel Center for Nonprofit Organizations, 1999.

To better understand what children experience when they visit museums, the authors interviewed people attending two meetings of museum associations. Many of these museum workers told stories that expressed their views of how museums contributed to children's lives. The stories were based on their own observations as well as reports from teachers who led field trips. They also provided feedback about how the students learned what they learn. For example, children who never talked about school at home might suddenly be speaking about their trips to museums on school field trips. As the conclusion suggests, by offering a place to develop these stories and the skills to tell them, museums allow children to grow in numerous other ways, too.

Publications Resulting from Earlier Research

A Case Study of the Tutor/Mentor Connection of Cabrini Connections

Amelia Kohm 1998

PS-21 $5.00

Sponsor: The Elizabeth Morse Charitable Trust

Many small primary supports programs face the challenges of operating with shoestring budgets, overworked staff, and lack of management expertise. To further understanding, Chapin Hall researchers have considered cross-agency infrastructures that might be developed to help these organizations survive and thrive. To broaden understanding of the benefits of primary supports infrastructures and the costs involved in building and maintaining them, Chapin Hall, with the support of the Elizabeth Morse Charitable Trust, conducted a case study of one infrastructure-building effort, the Tutor-Mentor Connection (T/MC). This working paper describes how T/MC works to expand and improve after-school tutoring and mentoring opportunities for inner-city children in Chicago. This case study was not an evaluation, but rather an exploration, conducted through document reviews, interviews, and attendance at a T/MC conference, of one model for developing an infrastructure among primary support organizations.

I Want to Be an Engineer . . . Like You! A Review of Walgreen's One-on-One Tutoring Program

Joan Costello 1992

A Publication by the Walgreen Company

Sponsor: Walgreen Company

This paper describes a tutoring program for fourth, fifth, and sixth-grade boys, funded by the Walgreen Company and operated by the Midtown Center on Chicago's near West Side. Chapin Hall researchers observed the program in operation, conducted interviews, and administered surveys. They concluded that the program was an exemplary mentoring program, rather than a traditional tutoring program. The program's tutor/mentors serve as role models as well as helping with homework and teaching academic skills. The researchers also concluded that the program was well worth replicating, preferably including an evaluation component.

To order contact:
Midtown Educational Foundation
718 S. Loomis Street
Chicago, IL 60607
Telephone: 312/738-8300

The Role of After-School Programs in the Lives of Inner-City Children

Robert Halpern 1991

A Chapin Hall Working Paper

PS-05 $5.00

Sponsor: Robert R. McCormick Tribune Foundation

Through an analysis of nine after-school programs run by a major Chicago youth-serving agency, this report explores such questions as: What is an appropriate and viable role for after-school programs in the lives of inner-city children? Who are the staff? How do after-school programs in inner-city communities cope with the various pressures they face? The report concludes with the author's impressions about the impact of the after-school programs on participating children and recommendations for improving these programs.

COMMUNITY BUILDING

Local communities are critical contexts for children, youth, and families; they are places in which growth, development, and functioning can be fostered or inhibited. The resources of and in communities—the built environment, including housing, streets, parks, and the configuration of land use and facilities; individual residents, with their skills, knowledge, and leadership; formal organizations, with the potential to provide goods and services; and informal relationships—have great power to enrich and support the lives of children and families. Where these resources are absent, thwarted, or ill used, children and families may be isolated or alienated, and the ability of children to grow and of families to function effectively may be compromised.

Just as families live in and are affected by the quality of their communities, so are communities affected by the context in which they exist—the broader society and the economic, social, political, and technological dimensions of that society. Some communities have experienced substantial disinvestment and in response have lost faith in and connection with social institutions beyond the community. Economic changes at the regional and national levels have created significant inequality—of access, influence, employment, education, and quality of services—and have contributed to increasing segregation by race and class.

With communities at the nexus of family and civic life, it is no wonder that they have become a focus of policy intervention as well. Communities are seen as the place where the needs and circumstances of children and families come together, and are increasingly defined as units for the planning and delivery of services, the concentration of development strategies, and the locus of decision making and governance for particular kinds of programmatic activity.

Current Work in Community Building

Chapin Hall's interest in research on community is driven in large part by this increased policy focus on communities as a locus of action for improving the lives of individual children and families. With more resources being put into community-level interventions comes the need for rigorous information about the validity of the assumptions that drive these interventions, the nature of the strategies they employ, and their relative success in changing the circumstances of community life, and the lives of individual children and families.

The current research agenda is focused in three areas: exploring issues in what remains a developing field, documenting and evaluating individual interventions, and developing information and tools for the diverse array of sectors and actors involved in community development. This research agenda embodies the knowledge developed in Chapin Hall's community research over the last decade and in turn provides the foundation for research now in development, including work that will more explicitly link community with its impact on children and families, and explore the ways in which children and youth can have, and are having, impact on the functioning and well-being of their communities.

Exploring Issues in a Developing Field

One of the themes of Chapin Hall's work is the recurring concerns that cut across the multiple approaches to community change now in use. This focus on the concepts and language that are driving the field has led researchers to explore such issues as the definition of neighborhood. What is a neighborhood for its residents? How has neighborhood been defined by policy—for what purposes and to what ends? (See the Publications section for work resulting from this completed project.)

Current work addresses issues that are no less fundamental. These research efforts have been formed by Chapin Hall's extensive observation of community-building initiatives on the ground. One research project explores the issue of community capacity. Community capacity is necessarily a central feature of the current wave of community-change initiatives because of their emphasis on the sustainability of development beyond the life of externally sponsored initiatives. Chapin Hall's effort is designed to provide a definition of a widely used but little, and variously, understood concept, and a systematic treatment of its components. Another current research effort explores the issue of governance. How is

participation in decision making and implementation organized? What role do residents have, or who speaks on their behalf? What are the mechanisms being employed to guide initiative planning and implementation? How do neighborhood-level governance structures relate to city and state government entities? How is power shared among the participants and stakeholders in community-change efforts?

This last question drove the development of a current project exploring issues of power and race in community-building initiatives. It comes out of an earlier, broader exploration of the core issues in community building, where the largely unexplored and highly charged questions of power and race repeatedly came to the fore.

Chapin Hall continues to participate in one of the central developmental engines in the field, the Aspen Institute Roundtable on Comprehensive Community Initiatives for Children and Families, contributing to the development of useful knowledge on such fundamental issues as evaluation of community-change efforts, with their ambitious and often amorphous purposes and operations.

Documentation and Evaluation

Comprehensive community initiatives have proliferated so extensively in recent years that, taken together, they constitute a substantial social investment—philanthropic and public, financial and human—in improving the lives of communities and their resident children and families. The importance of this phenomenon warrants extensive attention, and thus has shaped a substantial portion of Chapin Hall's community research agenda in both recent and current work.

In this area, Chapin Hall researchers have examined a wide range of individual initiatives, corresponding to the diversity of community initiative focuses, strategies, and locales nationwide. Efforts active in the last year include a nine-year evaluation of a Ford Foundation initiative in four urban areas and an initiative supported by the New York Community Trust in three New York City neighborhoods; documentation of a community development effort supported by a group of funders and employing a local intermediary in a largely rural area of Florida; documentation of the progress of a comprehensive initiative funded by a single source in a single Chicago neighborhood; exploration of the community-building role and potential of settlement houses in New York City; and an examination of strategies for employing community organizing in the service of school reform.

Chapin Hall's documentation and evaluation projects have been characterized by movement back and forth between the concepts that shape the initiatives and the realities of field implementation, and by reporting that attempts both to inform the participants and stakeholders about their efforts in progress and to reflect on the experiences and implications of these initiatives to inform the broader field.

Information Resources and Tool Building

Chapin Hall is committed not only to illuminating efforts to develop communities but also to fostering that development. As concept meets reality, as more responsibility and authority are devolved to communities, and as the diverse array of actors involved in community-change initiatives attempt to work together effectively, the need for information resources has become increasingly apparent. Information has the potential to inform implementation, allow communities to meet their responsibilities and exercise their authority more effectively, and to provide a common ground for discussion and action among the diverse sectors involved in community development.

Chapin Hall's major current initiative in this area is the attempt to build infrastructure and capacity for the use of information in two Chicago communities, sponsored by the John D. and Catherine T. MacArthur Foundation. The hallmarks of this effort are the development of a new approach to partnership between researchers and communities and a new, more coherent and responsive approach to community information needs. Chapin Hall researchers are also involved in the development of a database designed to serve as an archive of indicators and other measures useful in the evaluation of comprehensive community initiatives, in a collaborative project with researchers and practitioners from other organizations brought together by the Aspen Institute Roundtable on Comprehensive Community Initiatives for Children and Families.

Projects and Publications

The remainder of this section presents descriptions of the individual projects constituting Chapin Hall's current program of research in Community Building, each with associated publications to date. This is followed by descriptions of available publications resulting from Chapin Hall's earlier work in Community Building, published by Chapin Hall and others.

Exploring Issues in a Developing Field

Capacity Building in Community-Change Efforts

Robert Chaskin, Prudence Brown, Avis Vidal, Sudhir Venkatesh, William Mollard, Jolyon Wurr

Over the past decade, community-based approaches have reemerged as a central strategy to promote social change and development. The current generation of such efforts focuses in particular on notions of comprehensive development and the importance of "community building" as both a means to neighborhood transformation and a principal outcome goal. Fundamentally, community building in these efforts involves strengthening the capacity of neighborhood residents, associations, and organizations to identify priorities and opportunities and to work, individually and collectively, to foster and sustain positive neighborhood change. Despite the centrality of the capacity-building concept to community-change efforts, there has been limited clarity about the meaning of "capacity" and "capacity building" at the neighborhood level.

Through interviews with practitioners, funders, and researchers, the examination of extensive case-study data, and the use of interactive forums, Chapin Hall researchers aim to provide a thorough, systematic understanding of community capacity and of interventions intended to foster it. The project is to culminate in a book intended to inform policy makers, funders, community-building practitioners, and researchers. This project is supported by the Ford and Annie E. Casey foundations. Associated publication listed below. 1999.

Defining Community Capacity: A Framework and Implications from a Comprehensive Community Initiative

Robert Chaskin 1999

A Chapin Hall Working Paper

CB-21 $5.00

The notion of "community capacity building" is both explicit and pervasive in the rhetoric that describes, the missions that guide, and, to a greater or lesser extent, the activities that embody a broad range of contemporary community development efforts. However, there is limited clarity about the meaning of "capacity" and "capacity building" at the neighborhood level. What, in concrete, operational terms, does community capacity mean? What are the components of community capacity? How might these components be operationalized through planned efforts? In what ways can they be seen and understood in action?

This paper suggests a definitional framework for understanding and promoting community capacity, explores the attempt to operationalize a capacity-building agenda through the examination of two contrasting case studies within a multi-site comprehensive community initiative (CCI), and suggests some possible next steps toward building community capacity through social change efforts like CCIs.

Core Issues in Comprehensive, Community-Building Initiatives: Exploring Power and Race

Rebecca Stone

Following on Chapin Hall's 1996 *Core Issues in Comprehensive Community-Building Initiatives*, (see page 51) this project is exploring the role and influence of power and race in the planning, practice, and evaluation of comprehensive community-building initiatives (CCIs). Power and race were raised as fundamental concerns by the authors of the earlier volume, but the field increasingly acknowledges that, although significant, these issues and their influence remain largely unarticulated. To further explore how power and race affect community revitalization efforts, Chapin Hall conducted extensive interviews and focus group discussions with stakeholders in CCIs nationwide, including community residents, technical assistance providers, CCI managers and site directors, funders, and researchers.

Building on these interviews and discussions, Chapin Hall will produce a second Core Issues volume, which, like the first, will combine essays both by researchers and by those interviewed to present a variety of perspectives on power and race concerns in CCIs. An epilogue to the volume will discuss how the project itself served as a vehicle for generating constructive dialogue around these difficult, sensitive, and often contentious subjects. Benjamin Butler of Community Development Associates is a consultant to Chapin Hall on this project. This project is supported by the Rockefeller Foundation. 1999.

Exploring Neighborhood-Based Governance

Robert Chaskin, Clark Peters, David Seith, Amanda Toler

Drawing on earlier Chapin Hall work, concerns of local governments' perspectives on neighborhood-based governance structures created by community-building initiatives, and the governance structures of Empowerment Zone communities, researchers developed a plan for empirical investigation of a range of approaches to neighborhood-based governance. The current research moves

beyond community-based initiative governance, a principal focus of earlier work, to the examination of a broader class of neighborhood structures that in some way speak for and act on behalf of community members. This inquiry thus includes governance structures brought into existence not only by initiatives, but also by community associations, municipal government, and other actors.

With the continuing support of the Annie E. Casey Foundation, Chapin Hall is conducting this investigation to develop a clear understanding of governance approaches—ways of organizing decision making, planning, and action in neighborhoods—and their likely benefits in relation to particular goals in particular community contexts. Through targeted fieldwork, interviews, and literature and document reviews, researchers are working to refine a taxonomy of approaches to neighborhood-based governance and to develop a better understanding of the nature, role, intent, and core strategies of each approach. Researchers will also develop, and ultimately test, hypotheses regarding the dimensions on which the effectiveness of each approach depends. Associated publications listed below. 1999.

The Issue of Governance in Neighborhood-Based Initiatives

Robert Chaskin, Sunil Garg 1997

A Chapin Hall Discussion Paper

CB-02 $6.00

Also published in *Urban Affairs Review*, vol. 32, no. 5, May 1997.

A View From the City: Local Government Perspectives on Neighborhood-Based Governance in Community-Building Initiatives

Robert Chaskin, Ali Abunimah 1997

A Chapin Hall Discussion Paper

CB-12 $6.00

Also published in *Journal of Urban Affairs*, vol. 21, No. 1, 1999.

Recently, a number of efforts have been launched to promote comprehensive neighborhood change and "build community" by developing increased neighborhood capacity for planning, advocacy, and service delivery, and by implementation of a broad range of development strategies. These initiatives often structure the governance of their activities independent of local government, using local nonprofit organizations or new collaborative organizations as the seat of neighborhood-based governance.

The authors of *The Issue of Governance in Neighborhood-Based Initiatives* investigate the nature of these emerging neighborhood governance structures. They examine the assumptions associated with neighborhood-based governance and the rationale for it; outline some central issues in the relationship between neighborhood governance entities and existing governmental structures and mechanisms; and explore the intent, structure, and operation of an illustrative set of governance entities from current neighborhood initiatives.

A View from the City explores the perspective of local governments on these governance entities. It asks to what extent local government sees such efforts as appropriate responses to neighborhood needs and circumstances and to what extent they might be seen as intruding into the proper provinces of local government. It explores the perceptions of local government officials regarding the appropriate roles for neighborhood-based governance entities, the relationship they ought to have to government, their potential for fostering neighborhood change, the source of their legitimacy and how it relates to that of elected local government, and the factors that support or limit their long-term viability.

Governance in Empowerment Zone Communities

Robert Chaskin, Clark Peters 1997

A Chapin Hall Discussion Paper

CB-10 $8.00

This paper reviews the approach to governance taken by the fifteen Empowerment Zones, Supplemental Empowerment Zones, and Enhanced Enterprise Communities. The study found key commonalities across the sites, including the fact that they all engaged in a largely inclusive application process (necessary to their receiving the federal designation) and in development of a permanent governance structure to oversee decision making and program implementation. In all sites, local government plays a key role in governance of the site, most commonly by appointing participants to governing or advisory boards. The sites differed in the auspices under which they located the governance structure and in the structure of participation in governance. The authors have identified a number of common issues that surfaced as the sites moved into implementation.

Publications Resulting from Earlier Research

Shaping the Evaluator's Role in a Theory of Change Evaluation: Practitioner Reflections

Prudence Brown 1998

Published in *New Approaches to Evaluating Community Initiatives, Volume 2: Theory, Measurement, and Analysis*, Karen Fulbright-Anderson, Anne C. Kubisch, and James P. Connell, editors.

$ 12.00

Sponsor: The Aspen Institute

This essay describes efforts to implement a modified theory-of-change approach in two comprehensive community initia-

tives and one education reform initiative. The discussion focuses on the initial phase of each initiative, the period during which the author's evaluation team worked with each site to help articulate a theory of change and to specify goals, outcomes, and benchmarks. During this process, the role of the evaluator undergoes an important shift, from that of an outside appraiser to that of a collaborator. The author explores three initial lessons about using a modified theory-of-change approach to developing an evaluation framework: 1) establishing a theory-of-change framework in the planning period involves multiple tasks and can be extremely time consuming; 2) an evaluator using a theory-of-change approach needs to draw upon a wide variety of skills during the planning period; and 3) as an active participant during the planning period, the evaluator can improve the quality of the process and its product. Over the next few years, the author expects that experience will yield specific lessons about whether and how such an approach can shape an evaluation framework that retains its effectiveness throughout the life of an initiative.

The Role of the Evaluator in Comprehensive Community Initiatives

Prudence Brown 1995

Published in *New Approaches to Evaluating Community Initiatives: Concepts, Methods and Contexts*, J. Connell, A. Kubisch, L. Schorr, and C. Weiss, editors.

$12.00

The author of "The Role of the Evaluator in Comprehensive Community Initiatives" is a member of the Roundtable's Steering Committee on Evaluation, which generated this volume exploring the lack of fit between current evaluation methods and the need to learn from and judge the effectiveness of CCIs.

Aspen Institute Publications Office
P.O. Box 222
109 Houghton Lab Lane
Queenstown, MD 21658
Phone: 410/820-5326

Foundations and Comprehensive Community Initiatives: The Challenges of Partnership

Prudence Brown, Sunil Garg 1997

A Chapin Hall Discussion Paper

CB-11 $6.00

Sponsor: The Aspen Institute

In this paper, the authors examine the role foundations choose to play in CCI design, implementation, and governance, and explore the ways that foundations can close the distance that frequently exists between them and the CCIs they support. They suggest approaches that could help foundations and CCIs establish more effective relationships. Finally, the authors suggest that a similar inquiry be undertaken to explore the steps that community partners in CCIs might take to enhance working relations.

Neighborhood Effects and State and Local Policy

Prudence Brown and Harold Richman

Published in *Neighborhood Poverty: Contexts and Consequences for Development* (volume 2), G. Duncan, J. Brooks-Gunn, and L. Aber, editors, 1997.

This article is part of a volume on neighborhood poverty and the interrelationship between people and space. The authors speculate about the policies and practices at the state and local levels that promote neighborhood ability to support children and families. To date, much of the impetus for neighborhood and family development has come from the private sector. The article examines the ways in which state and local policy could strengthen this work.

Published by the Russell Sage Foundation
112 E. 64th Street
New York, NY 10021
Phone: 1-800-666-2211

Voices from the Field: Learning from Comprehensive Community Initiatives

Chapin Hall contributors: Prudence Brown, Robert Chaskin, Janice Hirota, Mark Joseph, Harold Richman; edited by Anne Kubisch 1997

Sponsor: The Aspen Institute

Chapin Hall staff joined Roundtable staff to create this review of CCI experiences to date, focusing on the early lessons that have been discerned by active participants in the field—funders, directors, staff, evaluators, community residents, and observers.

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Comprehensive Neighborhood-Based Initiatives

Prudence Brown 1996

Reprint from *Cityscape: A Journal of Policy Development and Research*

CB-09 $2.00

There is general agreement that the interlocking problems of America's cities require more fundamental change than can come from the adoption of a single program or the reform of one service provider. In this context, comprehensive neighborhood-based initiatives have emerged as an approach with great potential. This article provides an overview of these initiatives, using specific examples to illustrate common structures, challenges, and characteristics of promising initiatives.

Core Issues in Comprehensive Community-Building Initiatives

Rebecca Stone, editor 1996

CB-06 $12.00

Sponsor: Rockefeller Foundation

With the implementation of a variety of comprehensive community-building initiatives (CCIs) over the past decade, the need for opportunities to learn from and about these various strategies is acute. In particular, these strategies have been popular with the philanthropic sector despite an absence of empirical evidence of their strengths or contributions. Unfortunately, opportunities for discussion and debate about the contributions of CCIs have been few. To provide a forum for cross-level discussion in the field, Chapin Hall produced this volume of essays on eight core issues in community building. The essays were written by Chapin Hall researchers who were actively exploring the issues in their projects. Responses to each essay were solicited from outside sources representing various segments of the community-building research and practice fields in order to bring a diverse array of voices to the discussion of these issues. The chapters in the volume are: Theories of Neighborhood Change; Exploring Visions of "Built" Community; The Role of the Sponsor in CCIs; Neighborhood Governance; Evaluation of CCIs; Community Building and the Economic Context; Building Capacity in CCIs; and Community Organizing and CCIs. The discussion in each chapter, including essays and responses, is designed to be used as a starting point for debate and development of ideas, whether in the planning, practice, or assessment of community change initiatives.

Core Issues is reaching widely and deeply into the universe of comprehensive community-building initiatives. The volume is being read by staff at more than 100 community initiatives, direct service organizations, foundations, and research and policy centers, and by many others involved in economic and community development. *Core Issues* has been used in classes at the Harvard University's Kennedy School of Government, Princeton University's Woodrow Wilson School, Yale University, and the University of Pittsburgh. It has also been widely cited, and portions of the text have been reprinted in other forms.

The Community Base for New Service Delivery Strategies

Harold Richman, Prudence Brown, Sudhir Venkatesh

Published in *Children & Their Families in Big Cities: Strategies for Service Reform.*

Alfred Kahn and Sheila Kamerman, editors 1996

There in ongoing debate in the world of social services reform over what institutions should serve as the core of a reformed, community-based service system. In this paper, the authors respond to this frequently asked question by arguing that the most effective institutional location and auspices of the core is likely to be different in different communities, depending on an individual community's organizational capacity and forms of civic participation.

Published by Cross-National Studies Research Program
Columbia University School of Social Work
622 West 118th Street
New York, NY 10025
Phone: 212/854-5444
Fax: 212/854-4320
$14.00

Defining Neighborhood: History, Theory, and Practice

Robert Chaskin 1995

A Chapin Hall Report

CB-04 $10.00

Sponsor: Annie E. Casey Foundation

Geographically targeted neighborhood-based interventions rest on the premise that neighborhoods are central and viable units of identity and action that can be defined and mobilized. The author synthesizes past and current thought on the issues in defining neighborhood, from the perspectives of both research and practice, and develops conceptual tools for defining neighborhood—its elements and scope—for programmatic ends. The report thus offers help in the design and implementation of local strategies by defining the boundaries, elements, and critical spatial relations that are part of the definition of neighborhood.

A revised discussion of historical and theoretical perspectives on the spatial and social contexts of neighborhoods from Defining Neighborhood, titled "Perspectives on Neighborhood and Community: A Review of the Literature," was published in *Social Service Review*, vol. 71, no. 4, December 1997. A revised discussion of the heuristic process for defining neighborhood in given programmatic cases was published in the *Journal of Planning Literature*, vol. 13, no. 1, August 1998.

Comprehensive Community-Building Strategies: Issues and Opportunities for Learning

Rebecca Stone 1994

A Chapin Hall Working Paper

CB-16 $5.00

Sponsor: Rockefeller Foundation

This paper discusses various underpinnings of comprehensive community-building strategies for children and families, including two major components of current initiatives—child and family services and community development. It raises some key questions and addresses them by looking across the spectrum of initiatives, rather than in detail at one or two. The paper sketches the need for information sharing, open communication, and evaluation, and the barriers to those activities. Finally, it suggests some ways in which computer networking

might help to break down those barriers and strengthen learning, policy and practice.

Communities and Neighborhoods: How Can Existing Research Inform and Shape Current Urban Change Initiatives?

Prudence Brown, Harold Richman 1995

Three guiding principles emerge from research on initiatives that address the increasingly distressed conditions of many low-income urban neighborhoods: effective neighborhood development focuses on rebuilding the social fabric of the community, it involves residents and other "stakeholders" in the process of identifying and prioritizing goals and strategies, and it trains a holistic and integrative lens on the dynamics of neighborhood revitalization.

Published by the National Center for Children in Poverty
154 Haven Avenue
New York, NY 10032
Phone: 212/304-7100
$6.25

The Intersection of the Neighborhood and Home Environment and Its Influence on Young Children

Pamela K. Klebanov, Jeanne Brooks-Gunn, P. Lindsay Chase-Lansdale, Rachel A. Gordon

Published in *Neighborhood Poverty: Context and Consequences for Children* (volume 1), J. Brooks-Gunn, G. Duncan, and J. Aber, editors, 1997.

Sponsor: Social Science Research Council

This chapter extends the analyses of the chapter "Neighborhood and Family Influences on the Intellectual and Behavioral Competence of Preschool and Early School-Age Children" by the same authors. It has three aims: to look at how neighborhood composition is correlated with indicators in the home environment and cultural characteristics of the young children's mothers; to see whether or not the neighborhood effects on child outcomes discussed in the earlier chapter are mediated by the family-level variables; and to go beyond examining mediated effects to exploring a few likely moderated effects.

Neighborhood Poverty is published by the Russell Sage Foundation
122 E. 64th Street
New York, NY 10021
Phone: 1-800-666-2211

Economic Hardship and the Development of Five- and Six-Year-Olds: Neighborhood and Regional Perspectives

P. Lindsay Chase-Lansdale, Rachel A. Gordon 1996

Published in *Child Development*, vol. 67, 3338-3367, 1996.

Sponsor: Social Science Research Council

This article explores the association between neighborhood characteristics and the development of five- and six-year-olds. The authors also address whether region of residence in the United States (Northeast, Midwest, South, and West) might moderate the effects of neighborhoods on children.

Neighborhood and Family Influences on the Intellectual and Behavioral Competence of Preschool and Early School-Age Children

P. Lindsay Chase-Lansdale, Rachel A. Gordon, Jeanne Brooks-Gunn, Pamela K. Klebanov

Published in *Neighborhood Poverty: Context and Consequences for Children* (volume 1), J. Brooks-Gunn, G. Duncan, and J. Aber, editors, 1997.

Sponsor: Social Science Research Council

To investigate the influence of neighborhood on children's cognitive and behavioral outcomes, the authors use data from two large datasets. One is the Children of the National Longitudinal Survey of Youth (NLS/Y), which is a survey of the children of respondents to a long-running survey of young adults begun in 1979. The other is the Infant Health and Development Program, a large, eight-site study of an early educational intervention for premature and low-birthweight children. The authors find that neighborhood effects on the outcomes of preschool children are small or are filtered by family experience. Early school-age children show more significant neighborhood effects, which the authors interpret cautiously as support for the idea of neighborhood influence on the lives of these children.

Documentation and Evaluation

Neighborhood and Family Initiative Evaluation

Robert Chaskin, Selma Chipenda-Dansokho, Carla Richards, Harold Richman, Stephen Baker, Sylvan Robb, Mark Toles

The Neighborhood and Family Initiative (NFI) is a comprehensive community initiative launched by the Ford Foundation through the agency of community foundations in four cities: Detroit, Hartford, Memphis, and Milwaukee.

NFI is one of the earliest of the current generation of comprehensive community initiatives and is among the vanguard of such efforts nationally. Undergirding NFI is

the belief that community development strategies should recognize and build on the interrelationships among social, physical, and economic development, which have historically been treated as separate spheres of action. NFI depends on the active participation of neighborhood residents and professionals, as well as professionals beyond the community, who serve in each community on a collaborative board charged with the development and implementation of a strategic plan for the neighborhood.

Chapin Hall recently completed a nine-year evaluation of NFI. Chapin Hall's role was to explicate and refine the theoretical assumptions of the Initiative, to monitor its processes and outcomes, and to provide an ongoing analysis of emerging lessons. For a period of time, the research team also provided technical assistance to sites for the development of local assessments of their progress. Chapin Hall researchers and participants in NFI's Hartford and Memphis neighborhoods collaboratively developed and implemented a neighborhood survey in each of the two communities. The survey focused primarily on residents' perceptions of their neighborhood and what it has to offer them, their place within the neighborhood, and possibilities for neighborhood improvement.

Chapin Hall has published four reports based on the evaluation that have both informed the ongoing conduct of the Initiative and contributed to applied knowledge in the field generally. They have influenced the design of second-generation initiatives by presenting emerging lessons as the Initiative has progressed, and have been read by public officials at all levels of government, from the federal level (both the executive and legislative branches) to state, county, and city levels across many states. They have also been reviewed and acted on by private philanthropy, from large national foundations to local community and family foundations across the county. Finally, they have informed research both as sources for academics and applied researchers in the field and as texts assigned to both college and graduate students at a number of universities, including Harvard's Kennedy School of Government, Princeton University, Yale University, the University of Chicago, and the University of Memphis. Associated publications listed below, 1999.

Implementing Comprehensive Community Development: Possibilities and Limitations

Robert Chaskin, Mark Joseph, Selma Chipenda-Dansokho
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There is growing recognition among practitioners and policy makers that the needs and circumstances of individuals and families living in impoverished communities are interconnected. Consequently, many current approaches to addressing poverty in such communities focus, in part, on attempting to promote what is defined as comprehensive development. These efforts seek to develop strategies that address the social, physical, and economic needs and circumstances of the residents. This article outlines the rationale for a comprehensive orientation to development, explores historical and current approaches to its realization, and examines the experience of the Ford Foundation's Neighborhood and Family Initiative.

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The Ford Foundation's Neighborhood and Family Initiative: Toward a Model of Comprehensive, Neighborhood-Based Development

Robert Chaskin 1992
A Chapin Hall Report
CB-01 Free of charge, courtesy of the Ford Foundation.

The Ford Foundation's Neighborhood and Family Initiative Building Collaboration: An Interim Report

Robert Chaskin, Renae Ogletree 1993
A Chapin Hall Report
Out of print. Superseded by CB-03, immediately below

The Ford Foundation's Neighborhood and Family Initiative Moving Toward Implementation: An Interim Report

Robert Chaskin, Mark Joseph 1995
A Chapin Hall Report
CB-03 Free of charge, courtesy of the Ford Foundation.

The Ford Foundation's Neighborhood and Family Initiative The Challenge of Sustainability: An Interim Report

Robert Chaskin, Selma Chipenda-Dansokho, Mark Joseph
1997

A Chapin Hall Report

CB-14 Free of charge, courtesy of the Ford Foundation.

The Neighborhood and Family Initiative: Entering the Final Phase (An interim report covering the period November 1996-December 1998)

Robert Chaskin, Selma Chipenda-Dansokho, Carla Richards

A Chapin Hall Discussion Paper

CB-20 Free of charge, courtesy of the Ford Foundation.

Each report in this series documents the Ford Foundation's Neighborhood and Family Initiative's unfolding across four sites emphasizing aspects of the Initiative that are most central to its conduct.

The first volume (1992) closely examines and elaborates on the underlying principles of NFI and places them in the context of past development efforts. The author explains how the inclusion of residents and other stakeholders in the planning and governance process is designed to help those concerned with the neighborhoods' well-being to recognize and exploit the interrelationships among physical, economic, and social needs, opportunities, and strategies. The author also speculates on some of the obstacles that NFI participants will face.

The second report (1993) focuses on the first two years of collaborative operation. Because the initiative had to this point been primarily focused on issues of process and governance, these issues were explored in comparatively greater detail than were issues of strategy, program, outcome, and institutional support. The report highlights emerging issues regarding the mixed-participatory model of governance and the complications encountered by the Initiative in dealing with key issues in collaboration—representation, autonomy, and organizational structure.

The third report (1995) updates and expands the analysis provided in the second report. It mainly concerns the manner in which the principles elaborated in the first report have been applied in the communities, as well as early thoughts about the viability of the principles themselves. The authors conclude that NFI represents both tremendous possibilities and significant challenges, many of which stem from the same sources. For example, although the idea of comprehensive development has provided a broad framework in which the collaboratives have viewed their charge, it has not provided much specific guidance on how to structure programs. Instead, available opportunities have tended to drive much of the programmatic activity. Moving to ensure sustainability is among the biggest challenges facing each site.

The fourth report in the series (1997) focuses primarily on the issue of sustainability. It addresses the local contexts in which the Initiative operates; explores how the collaboratives collaborate, both internally and with other community and city residents and organizations; and reviews programming at each site, considering the extent to which programming efforts conform to the idea of comprehensive community development that underlies the Initiative. The authors review ongoing funding issues and the strategies that sites have adopted to promote their own long-term viability.

The Neighborhood and Family Initiative (NFI) is in its final phase as a centrally funded, four-site initiative. This Discussion Paper draws on interviews, documentation, and the direct observation of meetings and events to examine the central developments that occurred between November 1996 and December 1998 and have implications for the future of NFI. In each of the sites, much of the focus has been on building organizational capacity and establishing an organizational "niche" in the community. Relatively less attention has been given to the continued development and strengthening of key projects and programs. The paper focuses on issues related to the collaboratives' attempts to engage significant resident participation and support community "empowerment" while developing not-for-profit organizations with strong, competent, staff and boards. It also focuses on trends in programmatic activity and some of the collaboratives' responses to the increased pressure to leverage resources to replace and supplement the Ford Foundation grants. Finally, the paper looks at the broader institutional support structure—the roles of the community foundation and the Ford Foundation, key issues encountered in the provision of technical assistance, and the challenges of evaluation and understanding initiative impact.

Glades Community Development Corporation

Prudence Brown

In early 1994, Chapin Hall staff began documenting the evolution of a comprehensive development project in the Glades region of western Palm Beach County, Florida, being implemented by the Glades Community Development Corporation (GCDC). The Glades, home to a population of African Americans, Haitians, Hispanics, and Whites, is an agricultural region physically and socially isolated from the remainder of the county, specifically the affluent coast. Many residents live near or below the poverty line, and only 40 percent are high school graduates. In response to these and other problems in the Glades, and to capitalize on its assets—including a beautiful physical environment, encompassing the southeastern shore of Lake Okeechobee, attractive climate, and rich soil—GCDC focuses on economic development in the

context of a broad community-building agenda. The goal of the documentation was to describe the implementation of the project, distill lessons and themes, and reflect on how the project's experience relates to the emerging body of knowledge about comprehensive development strategies. GCDC is supported by the Charles Stewart Mott and John D. and Catherine T. MacArthur Foundations and by the Community Foundation of Palm Beach and Martin Counties. The documentation was supported by the MacArthur and Mott Foundations. Associated publication listed below. 1998.

Glades Community Development Corporation: Chronicle of a Community Development Intermediary

Prudence Brown, Paul Stetzer, Jr.

A Chapin Hall Report

CB-18 $10.00

This report documents the first seven years of the Glades Community Development Corporation (GCDC), an intermediary organization working in the largely agricultural western part of Palm Beach County, Florida. The product of a five-year examination of the GCDC, the report combines an analytic narrative that details the GCDC's history, accomplishments, and challenges with profiles of particular projects or initiatives that provide in-depth portraits of specific aspects of the GCDC' experience. The report is illustrated by approximately fifty photographs. 1998.

Community-Building Roles of the Settlement House

Prudence Brown, Janice Hirota

Community-building efforts require the active involvement of local institutions, including schools, community development corporations, churches, and social service organizations. One critical role of these institutions is that of intermediary; it is through such entities that community problems are addressed, services are integrated, and the community voice is expressed and connected to the larger political and social arenas. Settlement houses have a long tradition of being embedded in their communities and are well positioned to play an important intermediary role in community building. Chapin Hall staff are working with the United Neighborhood Houses (UNH), an umbrella organization for thirty-seven settlements in New York City, to illuminate the obstacles to community-building among the settlements and to identify and encourage successful strategies for overcoming these obstacles. Associated publications listed below. Ongoing.

Settlement Houses Today: Their Community-Building Role

Prudence Brown 1995

Published with United Neighborhood Houses of New York.

CB-05 $5.00

Building Community: The Tradition and Promise of Settlement Houses

Janice Hirota, Prudence Brown, Nancy Martin 1996

Published with United Neighborhood Houses of New York.

CB-08 $8.00

Pathways to Change: Settlement Houses and the Strengthening of Community

Janice Hirota, Prudence Brown, William Mollard, Hannah Richman 1997

Published with United Neighborhood Houses of New York.

CB-13 $8.00

Putting Ideas to Work: Settlement Houses and Community Building

Janice Hirota and Odile Ferroussier-Davis 1998

Published with United Neighborhood Houses of New York.

CB-17 $8.00

The trend toward shifting responsibility for social welfare to the neighborhood level warrants a close look at the work of settlement houses, which have been providing services in conjunction with their communities for more than one hundred years. The author uses interviews with settlement house staff and participants, as well as local community leaders and observers, to examine what community embeddedness means to three New York settlements and how that embeddedness enhances the settlements' overall impact in the community. The author also examines the forces and attitudes that can prevent settlement houses from reaching their potential as agents of and centers for community building.

In *Building Community* and *Pathways to Change*, that follow up on *Settlement Houses Today*, the authors explore examples of community building in several settlement houses in distinctly different communities. The authors examine a wide range of activities through which community building is undertaken, as well as the issues and challenges involved in these varying approaches, based on their interviews with settlement house staff and program participants as well as on-site observation.

The fourth in the series, *Putting Ideas to Work*, takes an organizational perspective, looking at community-building activities across the United Neighborhood Houses of New York (UNH). The report explores the complexity of implementing community-building ideas and considers various ways settlements are putting community-building approaches to work—within individual settlements and their neighborhoods.

among groups of collaborating settlements, and system-wide. It includes profiles of selected settlement and UNH community-building efforts conducted at different organizational levels throughout the UNH system.

Neighborhood Partners Initiative

Prudence Brown, Jacalyn Lee

The Neighborhood Partners Initiative (NPI) is a comprehensive community-building initiative designed to improve the lives of children and families in five neighborhoods, ranging in size from one to five blocks, in New York City. With the support of the Edna McConnell Clark Foundation, NPI is working to improve housing conditions, increase employment, improve quality of life for residents, engage institutional stakeholders, and promote resident participation and leadership on behalf of their neighborhoods.

At the request of the Foundation, Chapin Hall joined the technical assistance team that supported the five community-based organizations that serve as lead organizations in the target neighborhoods. As part of the technical assistance effort, Chapin Hall researchers played several roles. These included helping the sites collect the data they needed to inform their local development goals and plans and helping them identify the short- and long-term outcomes to use in measuring progress toward their goals. Chapin Hall researchers also documented the start-up period and assisted the Foundation in determining an evaluation strategy for subsequent phases. Working with Chapin Hall staff on this effort was Alvia Branch of Branch Associates. Associated publication listed below. 1999.

Neighborhood Partners Initiative: The Startup

Prudence Brown, Alvia Branch, Jacalyn Lee 1999

A Chapin Hall Report

CB-19 Free of charge, courtesy of the Edna McConnell Clark Foundation.

This report documents NPI's twenty-one-month start-up period and examines the ways in which the three central components of the beginning work of the initiative were carried out: how the NPI staff at all five sites engaged residents and institutional stakeholders in the neighborhood change process; how the lead organizations addressed the organizational challenges of implementing NPI; and how the Foundation managed NPI, including the provision of technical assistance.

The Fund for Community Redevelopment and Revitalization

Harold Richman, Mark Joseph

The Fund for Community Redevelopment and Revitalization is a community-based organization that promotes a coordinated approach to community renewal in the North Kenwood-Oakland and Woodlawn communities of Chicago. The Fund was founded in 1992 and launched with a major grant from the John D. and Catherine T. MacArthur Foundation. Over the past five years, the Fund has established market-rate and subsidized housing in the two communities and is currently developing a strategic plan for a comprehensive approach to mixed-income development in them. The Fund engaged Chapin Hall to gather information about relevant initiatives around the country with similar mixed-income-development objectives and to help the Fund's leadership develop an approach, building on its success in housing, to more comprehensive mixed-income community development. 1999.

Steans Family Foundation, North Lawndale Initiative

Robert Chaskin, Prudence Brown, Lisa Marie Pickens, William Mollard

The Steans Family Foundation targets a substantial portion of its grantmaking on Chicago's North Lawndale neighborhood, a community that faces many challenges and opportunities in its rebuilding efforts. The Foundation asked Chapin Hall to perform two distinct tasks—to document the Foundation's grantmaking to date and to provide consultation on the development of a strategic plan for future efforts.

During the first phase of this work, Chapin Hall staff reviewed Foundation and other relevant documents and interviewed a range of actors in North Lawndale, including Foundation board members, community residents, business owners, city officials, and community leaders. During the second phase, Chapin Hall staff held a series of discussions with members of the Foundation staff and board to help explore and reconcile individuals' assumptions and theories of change regarding the North Lawndale Initiative. These discussions will further inform the specification of Initiative goals and the articulation of a strategic plan, and will support the development of documentation and evaluation plans, including long-term evaluation strategies. 1998.

Review of the Neighborhood Transformation Initiative

Prudence Brown

At the request of the Enterprise Foundation, Chapin Hall is reviewing the experience of the Neighborhood Transformation (NT) initiative since its inception in 1990 in the Sandtown-Winchester neighborhood in Baltimore. The review examines NT's progress in order to draw lessons for the field from its accomplishments and its challenges. Most of the major issues in the CCI field are playing out in Sandtown-Winchester, reflecting both the relevance of NT and its potential to contribute to the evolving theory and practice in the field. Working with Chapin Hall staff on this review are two consultants, Ralph Hamilton and Benjamin Butler. 1999.

Neighborhood Strategies Project

Prudence Brown, Janice Hirota, Jessica Pitt

The Neighborhood Strategies Project (NSP) is a community-building initiative whose mission is to "organize communities for work" by creating economic opportunity, developing effective pathways to these opportunities, and enhancing civic participation and local support for economic empowerment. This comprehensive approach requires the development of a ready, willing, and able labor force and the simultaneous creation or retention of job opportunities. The initiative began with an eighteen-month planning-and-design phase in three communities in New York City: Mott Haven in the South Bronx, Washington Heights in northern Manhattan, and Williamsburg in Brooklyn. Chapin Hall researchers have worked with collaboratives in each community to establish measurable goals and benchmarks of progress and are now evaluating NSP's five-year implementation. The NSP is sponsored by the New York Community Trust. 2000.

Donors' Education Collaborative

Prudence Brown, Janice Hirota, Robin Jacobitz

The Donors' Education Collaborative (DEC) was formed in 1995 as a five-year collaboration among now twenty private and corporate New York City funders to improve public education in the city. DEC aims to achieve systemic reform by helping to build a knowledgeable citizen constituency capable of being an effective voice in the policy decisions affecting the quality of public school education. Chapin Hall documented the planning process and is in the final year of a five-year evaluation of DEC's implementation.

Four collaborative projects are participating in the DEC initiative. Two of these are organizing parents to advocate for policy change: the Parents Organizing Consortium (a partnership of grassroots parent groups citywide) and a collaboration between the Industrial Areas Foundation and the Public Education Association. A third project, spearheaded by the Campaign for Fiscal Equity, is engaging a broad spectrum of education stakeholders to create a mandate for school finance reform. The final project, a collaboration between the New York Immigration Coalition and Advocates for Children, aims to recast the way city schools serve immigrant families. 2000.

Constituency-Building for Public School Reform Initiative

Janice Hirota

The Ford Foundation's Constituency-Building for Public School Reform Initiative is designed to stimulate education, engagement, and mobilization directed to the reform of public education. The initiative includes projects working in the areas of constituency and coalition building, policy research and evaluation, and public information and communications. Based on a strategy of "informed action," grantees are given opportunities to interact, share knowledge, and support each other's efforts.

Working with the initiative's seven constituency- and coalition-building grantees, Chapin Hall, in collaboration with the Academy for Educational Development (AED), is facilitating an exploration of the role and practice of constituency and coalition building in education reform. The seven grantees are Cross City Campaign for Urban School Reform, Interfaith Education Fund, National Coalition of Advocates for Students, Parents for Public Schools, Prichard Committee for Academic Excellence, Public Education Network, and the Twenty-first Century Fund. The two-year study provides a collaborative forum for peers—representatives of the grantees and of fourteen local affiliated sites—to share, explore, and learn collectively from their experiences and insights. In addition to the ongoing, substantive interaction among study members, their broad diversity of experience will provide the basis for an in-depth, grounded report on constituency and coalition building for reform of public education. 2000.

The Abacoa Project

Robert Chaskin, Prudence Brown, Clark Peters

Abacoa is a planned community now in development in northern Palm Beach County, Florida. The John D. and Catherine T. MacArthur Foundation is involved in the development, which attempts to draw on the ideas of community building that inform many current efforts to revitalize existing communities, and on the tenets of the "New Urbanism," which stress small-scale, pedestrian-friendly, and mixed land-use planning as a way to revive or create local communities that are vibrant social units.

The intent of the Abacoa development process is to create a built environment that will foster social interaction among residents and a supportive social environment for residents and businesses. This orientation to community development, along with commitments to environmental responsibility and to the creation of institutions and organizations that foster social supports, have the potential to distinguish Abacoa among planned communities. The development of Abacoa presents a rare opportunity to observe and analyze the planning, construction, and birth of a new community. The MacArthur Foundation is committed to documenting the design, planning, and implementation of the Abacoa project in order to record development as it unfolds over time and to compare that reality with the original vision for the community. The Foundation asked Chapin Hall to prepare a composite sketch of what the various parties involved in the project envision for Abacoa, to assess the learning opportunities and priorities of the project, and to make recommendations regarding a design and strategy for a long-term documentation. 1998.

Publication Resulting from Earlier Research

An Agency and Its Community: A Settlement House Looks to the Future on Chicago's West Side

Joan Costello 1991

CB-15 $5.00

Sponsor: Chicago Community Trust

In order to understand the capital needs of Marillac House, a prominent social service agency, this study reviewed and documented the agency's history, program commitments, and future needs at a time when the agency was considering expansion. The author also examined the community's point of view and explored how expansion might affect the community, and identified ways in which the development plan might stimulate other development efforts in the neighborhood.

Information Resources and Tool Building

Development of a Community Information Infrastructure

Ada Skyles, Jacqueline Moore, Bong Joo Lee, Robert Goerge, Robert Chaskin, Harold Richman, John Dilts, Michael Weir

Through its Information Infrastructure Project, Chapin Hall, with the support of the John D. and Catherine T. MacArthur Foundation, has partnered with two community-based collaborative organizations in Chicago to develop and sustain each organization's capacity to collect and use information. The project is intended to foster an understanding, within the communities, of the ability of information to improve service planning, delivery, and evaluation and to provide resources enabling organizations to speak in an informed way about their activities and their communities. Each community-based organization has identified specific community-change efforts (improving opportunities for youth employment and job training, for example) for which the development of a range of data resources are required. In order to assist the communities, Chapin Hall has worked with Chicago-area data providers—such as the Illinois Department of Human Services, the Chicago Public Schools, and the City of Chicago—to obtain and map neighborhood-level indicators with which the communities can better understand and evaluate the needs of their residents. Thus far, the information that Chapin Hall has been able to provide to its partners has enabled them to undertake their own data collection activities, and increased their awareness of the importance of data and information for planning their programs and activities. Drawing on its experience with the two communities, Chapin Hall is currently developing a framework for the creation of an independent data intermediary to meet the information needs of community-based organizations city-wide. 2000.

Comprehensive Community Initiative Measurement Information Project

Robert Goerge, Kristen Seith

The Aspen Institute's Roundtable on Comprehensive Community Initiatives for Children and Families is developing an interactive, computerized database to serve as an archive of indicators and other measures useful in the evaluation of comprehensive community initiatives (CCIs). As the developers envision the database, it will contain indicators previously used to collect community-

level data on topics of interest, such as community building, economic development, education reform, neighborhood housing and physical conditions, security, and service reform.

Researchers, evaluators, and practitioners from several organizations are collaborating on the development effort. The initial activity is the development of a paper reviewing theories of change, either implicit or explicit, in the pursuit of service reform that will point to measures needed for evaluating CCI-related system reforms. Chapin Hall conducted a literature review to identify community-level indicators and measures related to service reform, including both problem-oriented services (for example, mental health services or food pantries) and primary supports (after-school programs and community recreation centers). 1998.

SCHOOLS' CONNECTIONS WITH OTHER ORGANIZATIONS

Today, for the first time, all children need to master complex academic and interpersonal skills to participate effectively in a global information economy. This awareness has been a major factor in new mandates for academic achievement in U.S. schools. There has been added momentum of late for more stringent standards concerning student performance and for an increase in standards and standardized testing of both students and teachers. But these are not the only factors bringing pressure to bear on schools. The problems children confront, and often bring into the classroom—including poverty, domestic and community violence, exposure to substance abuse, directly or in their parents' behavior—have also greatly increased the demands on schools, which are expected to deal with these problems, or at least to foster the highest levels of achievement despite them.

One response to these realities has been a trend toward forming connections, with schools reaching out and other organizations reaching in, to share the work of fostering children's learning and development. With such increasingly familiar names as full service schools, community schools, and school-business partnerships, ever greater numbers of schools are creating connections—intentional, ongoing relationships—with other organizations, including health and social service agencies, community-based organizations, civic and religious groups, businesses, and others. In these connections, schools are serving as sites for the delivery of integrated services; as stimulants, lending their leadership and resources to initiatives on behalf of children, families, and the larger community; and as community institutions that are—or are being pressured to be—both respectful of and responsive to the perspectives of local interests and actors.

Current Work in School Connections

It was the intersection between schools and a variety of other organizations in communities that first led Chapin Hall to consider a program of research in this area several years ago. It was a natural progression to this from Chapin Hall's concerns about children and the supports available to them, and Center researchers' interests in the merits of comprehensive, coherent approaches to children's needs that address both problems and potential. Moreover, it was evident that the movement toward making connections among schools and other organizations was proceeding apace, with insufficient knowledge to inform debate, policy, and action. Attention to such areas is a hallmark of Chapin Hall's approach to research.

Chapin Hall's work in this area is both **exploring the connections among schools and other organizations and documenting or evaluating** the paths taken by particular initiatives.

Exploring the Connections Among Schools and Other Organizations

This year, Chapin Hall completed the second phase of a fundamental examination of school connections. In a two-year study sponsored by the Spencer Foundation, researchers identified several hundred such connections across the United States and intensively studied a set of them that reflect the diversity of partners, purposes, intended participants, and what is actually provided in these connections. The research team has specified the range of forms these connections are taking, the dynamics that drive their formation and functioning, the challenges they face, and what is known about their actual as compared to their intended effects. The researchers found that there is only limited information available about the effects of connections—on the learning and development of children, on the organizations involved, and on the communities in which they are located. To address the need for knowledge in this area, Chapin Hall convened a conference, with additional support from the Spencer Foundation, in 1999. The conference was designed to draw on Chapin Hall's research and the expertise of others working in the area in order to identify what more needs to be known about the impacts of school connections and to frame an agenda for research designed to inform effective policy and action.

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Program Documentation and Evaluation

Complementing Chapin Hall's explorations of this developing field at the national level are a set of empirical studies that focus on individual initiatives, most in Chapin Hall's home city. Five current projects look at different models of school connections: a full service schools initiative developing relationships between a school and a community service agency in three Chicago neighborhoods; a large multi-school network and the role of its long-time funder and broker, a major bank; an intermediary organization that helps broker the relocation of resources into schools while working to increase the ability of schools to forge and sustain relationships with other organizations; a new charter school for which connections will be standard operating procedure; and, in New York City, a program that focuses on school-family-community collaborations to promote healthy development and reduce at-risk behavior while making school facilities more available as community resources in their off hours.

Projects and Publications

The remainder of this section presents descriptions of the individual projects constituting Chapin Hall's current program of research on School Connections, each with associated publications to date. This is followed by descriptions of available publications resulting from Chapin Hall's earlier work on School Connections, published by Chapin Hall and others.

Exploring the Connections Among Schools and Other Organizations

Furthering Education: The Relationship of Schools and Other Institutions

Joan Wynn, Stephen Meyer, Katherine Richards-Schuster

Both to further children's education and to address their problems, connections between schools and other organizations—social services, primary supports, faith-based organizations, businesses, and others—are an increasing focus of policy interest and action. With a two-year grant from the Spencer Foundation, Chapin Hall researchers have examined a broad range of connections forged between urban public schools and the organizations around them. The research team identified several hundred school connections and intensively studied sixty of them, distilling the principal purposes and patterns that distinguish them, tracing their origins and development, and examining what is known about what they achieve.

Through connections—intentional and ongoing relationships between schools and external organizations—individuals have access to provisions of two kinds. The first are services designed to alleviate or resolve problems. These services include health care, social services like counseling, and assistance with basic needs like food, clothing, and shelter. Outside organizations operating in schools provide these services to students, parents, and other residents. The second are developmental opportunities that aim to build individual competencies including academic skills; personal, social, and civic competencies; vocational preparation; and creative expression. These opportunities are made available by external organizations coming in to schools and by students using the space and staff of other organizations as places in which students can both learn and contribute.

The researchers found that connections involve the exchange of a range of resources—physical, programmatic, and human—among organizations. They also observed that connections can involve provisions to and from communities and schools. This generally includes, for example, opening school buildings for the programs of local organizations and the networking among individuals who participate in them.

Finally, the research team identified factors that appear to affect the development of connections and what they are able to achieve. These include the competence of the participating organizations and the relationships formed among staff in them. 1999.

School Connections with Other Organizations: Their Implications for Policy and Research

Harold Richman, Joan Wynn

As connections among schools and other organizations are increasingly a focus of attention and investment, more needs to be known about the impacts of connections to inform effective policy and action in support of the learning and development of children. Too much weight now rests on connections with too little known about their impacts, first and foremost for children, and also for the organizations involved, and for the communities in which they are located.

As an outgrowth of its research, Chapin Hall held an invitational meeting of researchers and practitioners

knowledgeable about school connections. The discussion looked at the distinctive approaches to connections to identify their intended outcomes, the activities they involve, and the theories or assumptions about how these actions will lead to desired outcomes. It went on to identify what more needs to be known to inform effective policy and practice. The aim of the meeting was to forge an agenda for research with the highest payoff to the policy and practice communities and to identify robust and realistic research strategies for pursuing these issues. Meeting participants discussed a research agenda focused on the formation and functioning of school connections and their impacts, including their net contributions to the learning and development of children. The meeting was made possible with the support of the Spencer Foundation. 1999.

School-Community Mapping Project

Joan Wynn, Stephen Meyer, Katherine Richards-Schuster

Schools have long been entrusted, to a large degree, with preparing young people for their future roles in society. In recent years, however, there has been a growing awareness that an active, engaged community, including parents, faith-based organizations, service providers, community-based agencies, and businesses, plays a vital role in maximizing young people's opportunities for learning and development. School-community initiatives, efforts dedicated to creating and sustaining relationships between schools and community organizations, have grown exponentially in response to the increasing emphasis on the importance of such relationships. Despite such rapid growth, however, stakeholders, including funders, policy makers, and practitioners, find that their efforts to sustain, strengthen, and disseminate the work of school-community initiatives have been slowed by their lack of information about the field.

In response to this need for information, the School-Community Mapping Project was created to outline the school-community initiative terrain and to describe the field's features. Chapin Hall has been a part of this joint effort to provide an overview of the broad range of initiatives, in partnership with the Institute for Educational Leadership, the National Center for Community Education, and the Center for Youth Development and Policy Research. The project was funded by the Charles Stewart Mott Foundation. Associated publication listed below. 1998.

Learning Together: The Developing Field of School-Community Initiatives (plus a separately bound Executive Summary)

Atelia Melaville 1998

Published by the Charles Stewart Mott Foundation.

This report analyzes and describes the field of school-community initiatives, reporting both major themes and detailed information on specific aspects of the twenty initiatives studied. The author identifies a set of related approaches that are converging in the field of school-community initiatives; these include services and school reform, youth and community development. The study was conducted by the Institute for Educational Leadership and the National Center for Community Education in association with the Center for Youth Development and Policy Research and Chapin Hall.

Charles Stewart Mott Foundation
1200 Mott Foundation Building
Flint, Michigan 48502-1851
Phone: 800/645-1766

Publication Resulting from Earlier Research

Concerns About School-Linked Services: Institution-Based Versus Community-Based Models

Robert Chaskin, Harold Richman 1992

Published in *The Future of Children*, vol. 2, no. 1, Spring 1992. Reprinted in *Education and Urban Society*, Vol. 25, No. 2, February 1993.

Concern about the fragmented nature of social service provision has led to the elevation of schools as possibly the best central locus for service delivery that has the potential to reach all children. The authors raise a number of concerns about this trend toward making schools the primary link to services. Choices about locating services in schools are often based on funding; the authors raise other issues that also need to be taken into account. For example, schools, already challenged by their increasingly complex educational mission, may be ill-equipped to provide other services as well. In addition, schools are often the last place troubled families (who often associate school with failure) will seek help. Moreover, as dropout rates attest, schools have difficulty reaching all children.

With support from the David and Lucille Packard Foundation, the authors explored an alternative to school-based services: a model of community-based service provision already in operation in a few communities. This model incorporates and links a variety of social services and provides various points of entry into the system. Linking services within the community may also give the community greater ownership of and influence over the services.

The Future of Children is published by the Center for the Future of Children
300 Second Street, Suite 102
Los Altos, CA 94022
http://www.futureofchildren.org

Education and Urban Society is published by Sage Publications
P.O. Box 5084
Newbury Park, CA 91359
Phone: 805/499-0721

Program Documentation and Evaluation

Full Service Schools Initiative

Samuel Whalen

Many models for expanding school-based services currently are being tested across the United States. In 1996, the Polk Bros. Foundation of Chicago announced its Full Service Schools Initiative (FSSI) as an attempt to integrate the best thinking about school-based practices into a viable and cost-effective model. Each of three inner-city Chicago public elementary schools was funded to partner with a large community service agency to develop Full Service School strategies. With the long-term goal of improving the school achievement and psychological well-being of students, the Initiative articulated four objectives: (1) to improve the access of school children and families to services; (2) to involve a broad spectrum of the school and social service community in program planning; (3) to improve the relationship between parents and school staff; and (4) to catalyze new connections between service providers and educators. The joint school-agency grants required each partnership to constitute a diverse governance body to oversee Initiative planning, and hire a full-time "Resource Coordinator" to oversee Full Service School operations. Beyond these requirements the three partnerships were free to set an agenda and conduct needs assessments as a prelude to implementing services and programs.

In 1999, Chapin Hall will complete a three-year evaluation of FSSI. A mix of qualitative and quantitative methods have been used to study changes in the lives of four primary constituent groups at each FSS: students, parents, teachers, and associated service providers. Categories of data being collected include the results of key informant interviews with planners and program participants, program attendance records for students, academic outcome information, tracking of linkages between the schools and community organizations, and direct observation of planning meetings. 2000.

Chicago Communities In Schools

Joan Wynn, Samuel Whalen, Stephen Meyer, Rita Sussman

One example of schools and community institutions working to improve access to and use of community resources can be found in Chicago Communities In Schools (CCIS), the local affiliate of a national organization, Communities in Schools. CCIS is dedicated to brokering services for students and their families by repositioning existing community resources—including health and human services, mentoring, conflict resolution, violence, and other prevention services—into schools. Unlike many Communities In Schools programs, CCIS provides no funding to schools or outside organizations to promote relationships between them, delivers no services directly, and requires that a school staff member serve as a site coordinator responsible for managing the relationship with external organizations working in the school. Together these strategies promote two central and related CCIS goals: CCIS aims to build the capacity of schools to independently initiate and sustain relationships with outside organizations, and to enhance the capacity of these organizations to work effectively with schools.

Intermediary organizations that broker relationships between schools and other organizations are increasingly prevalent and important as the variety and complexity of school connections proliferate. Over the last year, Chapin Hall has worked with CCIS to document its role as an intermediary, which includes brokering the relocation of resources into schools, assisting in the coordination of these resources in schools, and transferring these brokering and coordination competencies to schools and provider organizations. Drawing on interviews with CCIS, school and provider organization staff; observation, and records review, the documentation report describes CCIS's role and presents a model that illuminates CCIS impacts on individuals—teachers, students, and parents—and on schools and providers organizations. The report describes CCIS's approach to facilitating the relocation and integration of school-based services for children and families and includes a prospectus for its evaluation. Associated publication listed below. 1999.

Brokering the Relocation of Services into Schools: A Documentation Study of Chicago Communities In Schools

Joan Wynn, Samuel Whalen, Steve Meyer, Rita Sussman
A Chapin Hall Working Paper
SC-02 $10.00

This Working Paper, the outcome of a year-long documentation study of CCIS, relates the processes and mechanisms by which CCIS brokers services and builds brokering capacity in schools. Based on interviews, document analysis and direct observation, the report details the sequence of steps in the CCIS approach, including the school selection and needs assessment processes, the recruitment and selection of agencies, the on-going coordination and assessment of schools and agencies, and the gradual transfer of brokering responsibility to partner schools. The paper outlines a logic model linking CCIS processes to a range of outcomes for schools, agencies and students, and concludes with a prospective for an evaluation of CCIS's primary impacts. The document incorporates a range of observations about how the CCIS example and experience sheds light on the role of intermediaries in supporting school partnerships.

New York City Beacons Evaluation

Prudence Brown

During the past two decades, policy makers, researchers, educators, social service providers, and others concerned about children have increasingly focused on the importance of schools, communities, and families working together to provide the support and opportunities young people need to grow up safe and healthy. As a result, a variety of school-community-family collaborations have emerged across the country to provide children, youth, and families with a range of academic, counseling, recreational, and cultural activities, along with other services that promote healthy development and reduce high-risk behavior. The New York City Beacons Initiative, launched in 1991, grew out of an interest in these collaborations and in making school buildings available to community residents during evening and weekend hours. The Initiative now involves forty Beacons citywide and has been replicated in several cities across the country.

The Academy for Educational Development is managing a three-year evaluation of the Beacons initiative with the support of Chapin Hall and the Hunter College Center on AIDS, Drugs, and Community Health. The Youth Development Institute of the Fund for the City of New York is sponsoring the evaluation in collaboration with the New York City Department of Youth and Community Development and with funding from the Annie E. Casey Foundation. The evaluation is designed to provide ongoing information for use in the Initiatives' further development and to inform evaluators, researchers, policy makers, educators, and others interested in school-community-family collaborations nationwide.

Chapin Hall worked with its partners during the first year of the evaluation on an overview and an implementation study, the former focusing on the development of the Initiative and its underlying principles and the latter on the way individual Beacons have implemented these principles. Center researchers are assisting in the design of a study of the Initiative's outcomes in the second and third years, 2000.

The West Humboldt Park Education Network: Documenting its Origins, Aims, and Achievements

Joan Wynn, Carla Richards, Katarzyna Kubzdela

The West Humboldt Park Education Network, founded in 1989 in a partnership with Bank of America (formerly Continental Bank), is a community-based network of schools. Its goals have been to provide both structure and process for ongoing school-community interaction and to reduce school isolation by fostering connections among a group of schools including a high school and twelve elementary schools. Its members, Orr High School and its feeder elementary schools, have worked together, as well as with partners from the education, social service, and corporate spheres, to develop school capacity to improve students' educational achievement and social development, and to strengthen the capacity of families and the community to support their children. Through a number of community-based partners, the Network has also focused on a related housing and community development agenda.

The Bank of America, which acts as a funder, resource broker, and working partner to the Network, engaged Chapin Hall to conduct a nine-month documentation of the Network's development. Chapin Hall's work involved reviewing Network and Bank of America records, interviewing Network partners, attending Network meetings, and employing available quantitative data, such as Census and school information, to describe the origins, achievements, challenges, and future evolution of the Network and its participants. Associated publication listed below, 1998.

Focusing on a Community and its Schools: Bank of America and the West Humboldt Park Education Network, 1989-1998

Joan Wynn, Carla Richards, Katarzyna Kubzdela 1999
A Chapin Hall Working Paper
SC-01 $5.00
Sponsor: Bank of America

As schools join forces with external organizations, both to enhance the learning and development of children and to address the obstacles they face, this Working Paper describes a long-standing network including a high school and its twelve feeder elementary schools in an isolated, low income Chicago neighborhood.

The paper discusses issues that surface in many school-community alliances. At a time of increasing pressures on schools to increase student achievement, what is the contribution of a geographically-based association of schools to this goal? To what extent do external resources reinforce the mission of schools and the learning and development of students and to what extent do they represent a drain on the time and attention of schools and other participating organizations? Other challenges common to school connections are discussed in the report including their complex and changing goals and changes in leadership over time. The useful expected lifetime of networks and the connections they offer is also discussed. Because this network has been staffed and funded since its formation, the report also turns attention to the impact of funding on the Network's formation and functioning.

The North Kenwood/Oakland Charter School

Joan Wynn, Katarzyna Kubzdela

The Center for School Improvement (CSI) at the University of Chicago is a research and development organization established to support school improvement efforts in the Chicago Public Schools. CSI works almost exclusively in low-income communities where student achievement is significantly below national norms. In their network of seven schools, CSI leads an intensive effort to improve student literacy, supported by an integrated program of social services and local leadership development. CSI strives to bridge the gaps between schools, the families they serve, and the communities in which they are located. To accomplish this, CSI creates and coordinates specialized support and social development programs that bring together members of the three key groups to ensure that all facets of a child's development are appropriately addressed.

In the fall of 1998, CSI opened the North Kenwood/Oakland Charter School, which will operate as the hub of CSI's school network. By opening this new school, CSI hopes to provide a model of exemplary academic and organizational practice for other schools and a high-standard educational facility that will ultimately include an integrated community learning center offering services, supports, and enrichment opportunities. These resources will be available year-round for charter school students and families from North Kenwood/Oakland and from elsewhere in Chicago, as well as for other children and families in the North Kenwood/Oakland community.

Chapin Hall is documenting the planning and development of the partnerships CSI forms with community institutions to accomplish its goals. This project will allow Chapin Hall to bring to the table its expertise on relationships between schools and other partners as well as to observe accomplished educators and researchers putting their experience into practice in developing a school and its connections with surrounding community resources. Sponsored by the Benton Education Fund, 1999.

INTERNATIONAL PROJECTS

There is growing attention, within and across nations, to improving the quality of children's lives, which proceeds not only from humanitarian concerns about the treatment of a society's dependents, but also from increasing recognition of what children will need to assume responsibility for their societies in the future. The goals set, and the paths to them, vary across nations, in keeping with variation in political, cultural, and religious values and with levels of development and affluence. But rising interest in children's well-being and in improving the conditions in which they live cuts across many national boundaries.

Following this cross-cutting development is another related one: a growing appreciation of the importance of children's policy research. Research is increasingly seen as an essential tool both for understanding children's condition and needs and for improving the response of the systems designed to support them. More governments are seeking and supporting research to inform their operations, and more researchers are making cross-national connections to advance knowledge about and attention to children.

Current International Work

In this context, Chapin Hall's efforts into the international arena are a logical extension of the Center's earlier, and continuing, efforts in its home city, state, and country. The growing international interest in children's policy and policy research mirrors Chapin Hall's longstanding commitments: to illuminate the condition of children; to develop ideas, information, and analyses that inform the policies and programs designed to serve children; and to advance the position of children on the public policy agenda.

Over the last several years, Chapin Hall has developed a program of international work motivated by three primary purposes: to help establish new centers or support existing centers abroad that are defined by their focus on applied research to inform policy and practice that affect children; to learn from the experience and lessons provided by policy and research abroad, using this knowledge to sharpen the questions, challenge the assumptions, or lend weight to the findings of Chapin Hall's work; and to foster the dissemination of research and the interaction of researchers internationally in ways that contribute to useful cross-national dialogue around issues of common concern.

Chapin Hall's current international portfolio includes work in all three of these areas. The Center's formal involvement in the development of research centers continues in both Jordan and Israel. Chapin Hall has contributed in a variety of ways to the development of these centers--consultation and advice concerning organizational development issues such as mission, staffing, support, and research possibilities, as well as consultation on specific research needs; targeted staff exchanges; and facilitating the connection of these centers to other centers, researchers, and resources. (The development of the centers in Israel and Jordan, as well as Chapin Hall's most recent activities with both, are sketched in the next portion of this section.)

In addition to these formal involvements, Chapin Hall has also developed active and enriching informal relationships with a number of other children's policy research centers abroad. These include the Children's Centre at Trinity College in Dublin, established three years ago and focusing on children in a changing Ireland, children in disadvantaged communities, and children, the law, and public policies; the Centre for Child Care Research at Queen's University in Belfast, established in 1997 and focusing on family support services, children with disabilities, and domestic violence and drug use; the Dartington Social Research Unit in Devon, England, one of six applied policy units funded by the British government and focusing on a range of social service issues; and the Center for Research on Childhood in Rio de Janeiro, Brazil, which is both research center and clearinghouse, focusing on the evolution of children's policy in Brazil, on studies of street children in impoverished urban areas, and on training for staff of child-serving organizations.

Other interactions with researchers have taken several forms. One is Chapin Hall's participation in a cross-national project created involving twenty countries to develop indicators of child well-being for informing international policy making and planning. (Child well-being indicators are a central interest of Chapin Hall's domestic research, as described in the Children's Services section

of this volume.) Another ongoing, formal vehicle for fostering cross-national interaction is Chapin Hall's International Fellowships in Children's Policy Research. This program, launched in 1997, brings researchers and policy professionals to Chapin Hall both to pursue their own research and to enrich the Center's working environment. Over the last two and a half years, Chapin Hall has hosted a total of twenty Fellows and other researchers from abroad. These visitors have come from the centers in Israel and Jordan; from the several centers, in Europe and South America with which Chapin Hall has established ongoing informal relationships; and from Jamaica and New Zealand.

Projects and Publications

The remainder of this section presents descriptions of the individual projects constituting Chapin Hall's current program of research in International Projects, each with associated publications to date. This is followed by descriptions of available publications resulting from Chapin Hall's earlier work in International Projects, published by Chapin Hall and others.

Center for Children and Youth in Israel

Harold Richman, Robert Chaskin, Chapin Hall Staff

Chapin Hall, which assisted in the establishment of a new children's policy research center in Israel, working with the JDC-Brookdale Institute in Jerusalem, continues to collaborate with them in their ongoing development. The mission of the new Center is to enhance the well-being of all children in Israel and the ability of families and the state to meet the needs of children and youth. The Center aims to develop and apply the knowledge necessary to ensure young people's optimal development, their realization of opportunities, and their capacity to contribute to society. Chapin Hall and the Center are beginning to share experiences in such areas of interest as the evaluation and documentation of community initiatives. The new Center, which works closely with the Israeli government and municipalities, is emphasizing study of the needs of children at risk of not achieving their potential or not integrating into Israeli society. Israeli-Arab children are of special interest to the Center. Recently, the Center has begun collaborating on research and planning activities with the city of Nazareth. The collaboration, an effort to enhance youth services, has three goals: to assess the needs of Nazareth's young people; to map existing services for youth; and to develop a citywide services plan. Ongoing.

Center for Children in Jordan

Harold Richman, Ali Abunimah, Robert Chaskin, Chapin Hall Staff

At the decree of His Majesty King Hussein of Jordan, a National Task Force for Children (NTFC) was established in 1996, following Jordan's ratification of the International Convention on the Rights of the Child and the Arab Charter on the Rights of the Child. Chapin Hall is assisting in the development of a research wing of the NTFC, the Research and Database Unit (RDU). The RDU is committed to gathering data on the status of children in Jordan and undertaking research on Jordanian policies and programs affecting children and families. In early 1997, the RDU began operating in earnest, with a core research staff and a director. That spring, the RDU began its first substantive research, focusing on child labor, in cooperation with the International Labor Organization, and in collaboration with the Ministry of Labor and the Ministry of Social Development. The report from that study has been released and its findings widely disseminated.

The RDU is now organizing a regional conference on practices and policies affecting child labor. Jordanian researchers are also seeking funds to follow up on last year's path-breaking pilot study of labor by children. The follow-up study would address aspects of child labor not included in the original effort, such as attempting to estimate the size of the juvenile labor force. The RDU is also at work on a broad inquiry into children's life circumstances, health, and well-being that is expected to parallel, in part, UNICEF's annual report on the state of children. RDU staff members are currently analyzing indicators used by UNICEF and also those used by the Arab Council for Child Development, the United National Development Programme, and the Jordanian Ministry of Planning, in an effort to develop its own indicators. They are also examining available government and non-government datasets to determine which kinds of indicators can be supported by existing data. The RDU hopes to apply these indicators to examine regional variations—such as north-south and urban-rural differences—within Jordan.

The RDU has acquired a copy of the National Aid

Fund's administrative database. (The National Aid Fund is a Jordanian government agency that provides assistance to poor families.) RDU researchers, working with staff at Chapin Hall, are preparing a research plan for these data. The RDU has completed two databases—one on child-centered legislation and one on child-related research.

The NFTC and the RDU have received funding from UNICEF, the British Council, and several private donors in the Middle East. Ongoing.

International Fellowships

Robert Chaskin, Rachel Stevens, Chapin Hall Staff

Begun in 1997, Chapin Hall's International Fellowships in Children's Policy Research bring advanced academic and policy professionals to Chapin Hall to pursue independent, policy-relevant work concerning children and child well-being. Most Fellows pursue their own research or writing with the collegial support, rather than supervision or instruction, of Chapin Hall staff. Typically, Fellows' projects have policy implications in their home countries or institutions as well as cross-national relevance. Fellows are in residence in Chicago for between two and twelve months. Applications are reviewed on a rolling basis. Guidelines and applications are available from Chapin Hall by mail and through Chapin Hall's Web site: www.chapin.uchicago.edu. 2000.

Monitoring the Well-Being of Children Internationally

Robert Goerge, Bong Joo Lee

Chapin Hall is among the U.S. cosponsors of an international group developing cross-national indicators of child well-being for informing international child policy making and planning. Currently composed of representatives of twenty nations, the group has met in three working sessions, in Jerusalem in1996, Campobasso, Italy, in 1997, and South Carolina in 1998.

Before the Campobasso conference, working groups focused on six topics: census and survey data, primary research, administrative data, children's rights, policy perspectives, and childhood as a stage in itself. In addition to focusing on the substance of these topics, participants explored how the topics related to five domains of children's lives: social connectedness, civil life skills, personal life skills, safety and physical status, and children's activities. Chapin Hall led the working group on using administrative data for research and policy and sent two representatives to the Campobasso conference.

At Campobasso, the working group reports fueled discussion on the five domains, on other, nondomain indicators, and on the policy relevance of the effort. Before adjourning, delegates agreed to a process for selecting new indicators and established criteria governing their selection. At its third meeting in South Carolina in 1998, working groups made selection of the five domains to concentrate on and began to do its work in finalizing the list of indicators for the group's future work. The group is now working on developing concrete ways to put the set of selected cross-national indicators in practice for both research and policy development

Organizations involved in this effort include the Center for Research and Public Education in Israel, Childwatch International, the European Center for Social Welfare, the Institute for Families in Society, the International Youth Foundation, the Israel Center for Children and Youth, and the U.S. National Academy of Arts and Sciences. 2001.

Publications Resulting from Earlier Research

The Use of Administrative Data in Measuring the State of Children

Robert Goerge 1997

Published in *Monitoring and Measuring the State of Children: Beyond Survival*, Eurosocial Report No. 62, Asher Ben-Arieh and Helmut Wintersberger, editors.

Administrative data on children—that is, data that are collected by an organization in support of its function and stored within that organization's information system—are becoming increasingly available as organizations that serve children and families gain access to computer technology. The growth of available information has potential to inform the development of more effective social policy and programming, but this goal can be realized only if better methods of data manipulation and analysis are developed. Although much information is available, little of it can address the specific needs of policy makers, researchers, and direct service providers. This paper discusses the use of administrative data for describing the state of children, and addresses the technical, political, and organizational issues that are often a source of problems in attempts to use administrative data. The author offers suggestions for improving available administrative data on children.

Published by the European Centre for Social Policy Research. To order, contact:
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The Use of Census and Surveys: Implications for Developing Childhood Social Indicator Models

Bong Joo Lee 1997

Published in *Monitoring and Measuring the State of Children: Beyond Survival*. Eurosocial Report No. 62. Asher Ben-Arieh and Helmut Wintersberger, editors.

Many recent efforts to use statistical descriptions to monitor the well-being of children, including the various "state of the child" reports that have been produced at state and national levels, have relied on data from the U.S. Census and other nationally representative sample surveys (such as Current Population Surveys). A wide array of indicators has been constructed from this data, but most are simple statistical descriptions of children at an aggregate level, with limited utility for monitoring children's well-being and measuring the effects of social policy. The author suggests hierarchical models, which take into account an individual's behavior within his or her social environment, as a more effective way to conduct quantitative examinations of children's lives using social indicators.

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SPECIAL PROJECTS AND CONSULTATIONS

In addition to its core research agenda and international activities, Chapin Hall engages in other activities—including institutional relationships, collaborations, and consultations—to develop new opportunities for research, to enrich the Center's work, and to find new pathways for informing policy and practice concerning children, families, and communities.

Current Special Projects and Consultations

Chapin Hall's special projects and consultations involve the Center in relationships with the government, foundation, and research sectors. The range of activities includes collaboration, support, consultation, and training.

Chapin Hall continues its ongoing collaboration with the Joint Center on Poverty Research, directed and managed jointly by the University of Chicago and Northwestern University, sponsored by the Office of the Assistant Secretary for Planning and Evaluation, U.S. Department of Health and Human Services. The focus of Chapin Hall's contribution to the Joint Center's work is the development and use of administrative data. (Chapin Hall's substantial body of work in administrative data is described in the Children's Services section of this volume.) Chapin Hall also continues to provide information and analyses to support the work of the Illinois Department of Human Services, begun under the auspices of the Governor's Task Force on Human Service Reform.

Chapin Hall fully recognizes the importance of the foundation sector in the development of policy and practice approaches concerning children, families, and communities. Foundation grants support a substantial portion of Chapin Hall's research agenda, and Chapin Hall is frequently called on by foundations to inform, document, or evaluate foundation initiatives. In addition to these efforts, described in earlier sections, Chapin Hall is called on from time to time to consult with foundations about broader aspects of their programs. Past consultations have included work with the Chicago Foundation for Women, and the Stone, Mott, and Ford Foundations. Recently, Chapin Hall completed an exploration of the role of intermediaries for the Edna McConnell Clark Foundation, in support of the Foundation's program in youth development.

Foundations have also provided support for Chapin Hall's own initiatives in providing leadership for the children's policy field. The Helen V. Brach Foundation has supported efforts at both ends of the research spectrum—conceptual development and dissemination—as well as for the conduct of research; and, since 1989, the Dr. Scholl Foundation has supported a program of fellowships for meritorious graduate students employed at Chapin Hall to support the development of future leaders in the field of children's policy research.

Projects and Publications

The remainder of this section presents descriptions of the individual projects constituting Chapin Hall's current program of research in Special Projects, each with associated publications to date. This is followed by descriptions of available publications resulting from Chapin Hall's earlier work in Special Projects, published by Chapin Hall and others.

Joint Center on Poverty Research

Robert Goerge, Bong Joo Lee

Researchers at the Irving B. Harris Graduate School of Public Policy Studies at the University of Chicago and the Institute for Policy Research at Northwestern University have established the Joint Center for Poverty Research under a grant from the Office of the Assistant Secretary for Planning and Evaluation at the U.S. Department of Health and Human Services. The Joint Center focuses on the causes of poverty in the United States and evaluates programs designed to alleviate poverty, particularly state-level welfare reforms. The Joint Center is also examining changing labor markets, family functioning, school-age pregnancy, and the effects of welfare reform on children. Chapin Hall is participating in the work of the Joint Center through an exploration of the potential for using administrative data in the Joint Center's poverty research. (Chapin Hall's work with administrative data is described in the Children's Services section of this guide.)

In the Joint Center's first year, an advisory committee focused on the collection and use of administrative data from state-level agencies that provide services to children and families. This committee gauged the level of support among state-level administrators for the development of an archive of this data and evaluated state agencies' administrative data structures. Among those serving on the Advisory Panel are Chapin Hall Research Fellow and Associate Director Robert Goerge and Chapin Hall Board President Norman Bradburn. A report summarizes the committee's research findings. Associated publication listed below. 2001.

Administrative Data for Policy-Relevant Research Assessment of Current Utility and Recommendations for Development, A Report of the Advisory Panel on Research Users of Administrative Data of the Northwestern University/University of Chicago Joint Center for Poverty Research

V. Joseph Hotz, Robert Goerge, Julie Balzekas, Frances Margolin, editors, 1998

This report of the Advisory Panel on the Research Uses of Administrative Data describes the key practical and political considerations of transforming the administrative data collected by state and local government poverty alleviation programs into databases for research uses; identifies the strengths and weaknesses of administrative data, relative to that gathered in national surveys, for use in descriptive and evaluative research and in accountability-based monitoring of program performance; describes examples from several states of efforts to develop capacity to use administrative data for program and policy evaluations; and makes initial recommendations that will improve the quality and usefulness of administrative data for policy makers and program administrators.

The panel examined state efforts to develop administrative record databases and looked at how the states used those databases to monitor and evaluate programs. The panel also interviewed experts in the production and use of administrative data. The report synthesizes their findings and recommends ways that policy makers, administrators, researchers, foundations, and others can better develop administrative data for monitoring and evaluating the implemented welfare reforms.

Published by the Joint Center for Poverty Research
Northwestern University Institute for Policy Research
2046 Sheridan Road
Evanston, Illinois 60208
Phone: 847/491-4145
Fax: 847/467-2459

The report is available on the Joint Center Web site:
http://www.jcpr.org

Children in a Diverse Society

Gloria Johnson-Powell, M.D., Ali Abunimah

The overall goal of this project is to develop a research agenda that focuses on the changing experiences and needs of children in America as the country undergoes important demographic transformations. By 2050, it is projected that the proportion of the total U.S. population that is white will decrease from 75 percent to 50 percent, while the African American population will go from 12 percent to 14 percent of the total population, the Asian from 3 to 8 percent and the Hispanic from 11 to 25 percent. Moreover, increasing rates of racial and ethnic intermarriage will continue to blur the social meaning of ethnic and racial delineation.

With immigration today at its highest level since the first decades of this century, it will also be important to understand what the influence of this immigration will be on the experience and needs of children in the U.S. This surge in immigration will have a significant effect on the age distribution of the population, affecting in turn the schools and other institutions that serve children and families, and the public policies that guide and govern them.

This project will focus on exploring the effects of an increasingly multicultural society on the child's development at an individual psychosocial level, and in the context of the child's family, community, and social environment; and how institutions and organizations designed to provide health, education and social welfare, and other services respond to changes in the demographic and ethnic composition of the communities they serve and represent. It will be crucial to develop an understanding of how various ethnic communities perceive changes in their context and position in relation to the society around them. Project activities include a multidisciplinary research review, an overview of international, national, state, and local communities' efforts on issues of cultural diversity, a survey of national ethnic/racial organizations, and development of definitions of cultural competence in health and human service delivery. 2000.

Immigrant Service Providers: The Impact of Welfare Reform and Immigration Law

Héctor Cordero-Guzmán

This project is documenting and analyzing the role of community-based organizations (CBOs) in New York City, and the various social services that they provide, in the socioeconomic adaptation and incorporation of immi-

grants. The project is also examining the impact of recent changes in immigration and welfare laws on immigrant groups, organizations, and service providers and on the immigrant families and children that they serve. Researchers will conduct interviews with directors of organizations, a survey of community-based organizations, and focus groups with clients. This project is sponsored by the Rockefeller Foundation. 1999.

Governor's Task Force on Human Services Reform

Robert Goerge, Bong Joo Lee, Mairéad Reidy

The goal of the Governor's Task Force on Human Services Reform was to improve service delivery in Illinois by reorganizing the human services system and by building partnerships between state government and communities. Communities are thought to be in the best position to identify how to effectively serve the children and families who are human services consumers. Five Illinois communities were chosen as pilot sites. Each of these communities established a federation composed of community volunteers to identify the pressing concerns of the community and to explore the best uses of state resources.

Between July 1996 and June 1997, Chapin Hall researchers participated on an Evaluation and Research Activities team, with staff of the Governor's Task Force and IOTA, Inc., which developed an agenda for addressing the data and information needs of the state and the community federations. During this planning period, researchers focused on the potential and scope of work for pursuing three areas of evaluation and research: patterns of multiple service use among children and families; comparison of the costs of implementing an integrated family support human service delivery system in the pilot communities to the costs of the current traditional structure; and assessment of the outcomes of community federation projects. Chapin Hall staff also conducted other planning-phase projects for the Governor's Task Force.

The direction of Chapin Hall's work with the Governor's Task Force was greatly influenced by the backdrop of human services reform in Illinois. On July 1, 1997, a new law that merges most of Illinois's human services functions into a new Department of Human Services (DHS) became effective. DHS's mission is "to assist Illinois residents to achieve self-sufficiency, independence and health to the maximum extent possible by providing integrated family oriented services, promoting prevention, and establishing measurable outcomes, in partnership with community." To achieve this mission, the state needed a clear understanding of how services were being delivered to individuals and families across agencies and programs. Chapin Hall researchers took the lead and worked in partnership with policy and program staff at all seven state human service agencies to examine the prevalence and patterns of service use in Illinois across approximately thirty-six programs.

To date, researchers have completed point-in-time and retrospective analyses of data at both the individual and case levels. They are currently providing information and analyses to the Department of Human Services to support planning for and implementation of welfare-to-work initiatives. This work has centered around the development of a client stratification analysis for use in the development of a welfare-to-work performance management system. In addition, Chapin Hall has provided technical assistance to the welfare-to-work outcomes and management team at DHS as they develop and conduct surveys to determine the effects of welfare reform on families. This work is supported by the Annie E. Casey Foundation. Ongoing.

Scholl Fellows Program in Children's Policy Research

Chapin Hall Staff

Since 1989, the Dr. Scholl Foundation has promoted the career development of talented young researchers by supporting fellowships for meritorious graduate students who have demonstrated an interest in issues involving children and families and who work at Chapin Hall during their graduate studies. The goal of the program is to develop informed and dedicated leadership in the field of child and family welfare by fostering the development of talented young people who have an interest in child and family policy and who are in the process of shaping their own futures. Each year, two to four fellows engage in research on some of today's most pressing children's issues under the guidance of experienced researchers at Chapin Hall. Ongoing.

Brach Leadership Grants

Harold Richman

Chapin Hall has long been committed to broadening and deepening understanding of the effect of policy on children and families and creating innovative approaches to service delivery. The Helen V. Brach Foundation has helped to support Chapin Hall in its efforts to provide leadership for the promotion of system reform through

projects like the Children's Policy Project and its major publication, *Rethinking Child Welfare in Illinois* (see the Children's Services section). More recently, the Brach Foundation supported preliminary efforts to assess the effect of welfare reform on children and continued efforts to create a system responsive to children's needs. In the past year, the Foundation supported Chapin Hall's exploration of the issue of diversity, for children and American society, given current and projected population patterns. (See the description for Children in a Diverse Society in this section.) 1999.

The Role of Intermediary Organizations in the Youth Development Field: An Initial Reconnaissance

Joan Wynn, Jolyon Wurr

Intermediary organizations provide assistance to a variety of organizations serving children. These organizations work directly with and represent primary supports, schools, social service agencies and others and are actively engaged in facilitating role in many comprehensive community initiatives.

At the request of the Edna McConnell Clark Foundation, Chapin Hall undertook a preliminary study of the role of local youth development intermediaries that work directly with and represent primary supports organizations in a city, county, or local region. The purpose of this study was to inform thinking about youth development intermediaries as part of a strategy designed to enhance the capacity and functioning of the youth development field and of the organizations in it.

Researchers developed an overview of the youth development field and the challenges faced by the organizations in it in order to identify ways in which the current structure and functioning of the field make the role of intermediary organizations particularly important. They also focused on the role of local youth development intermediaries.

A defining characteristic of local youth development intermediaries is that they operate in a position between youth-serving organizations and a body of knowledge, skills, contacts, and other resources. They take a deliberate position as a broker and facilitator, functioning simultaneously as a representative and an agent of change. Local intermediaries are both a potential resource and a stakeholder in building the field of youth development. While they work in local areas, their intent is to connect youth-serving organizations to national policy interests and opportunities. They also provide a way to inform the national debate and action with the perspectives and practice expertise of local providers.

The focus of this project on the challenges intermediaries face was intended to inform thinking about strategies for furthering the capacity and sustainability of intermediary organizations. Researchers developed several strategies for addressing these challenges. 1999.

Publications Resulting from Earlier Research

Young Mothers Living with Grandmothers and Living Apart: How Neighborhood and Household Contexts Relate to Multigenerational Coresidence in African American Families

Rachel Gordon, P. Lindsay Chase-Lansdale, Jennifer Matjasko, Jeanne Brooks-Gunn 1997

Published in *Applied Developmental Science*, vol. 1, no. 2, 1997.

Although young mothers frequently share a household with their own mothers, the factors that encourage them to do so while others venture out on their own are little understood. This article explores how neighborhood and household context relate to multigenerational coresidence. The authors found that the living arrangements of young mothers are associated with resources and competition in the neighborhood and household context. When the grandmother resides in an extremely impoverished context, young adult mothers are less likely to coreside and tend to live in better surroundings themselves. Teenage mothers, however, tend to have greater dependence on the grandmother's coresidential support during the transition to parenthood. The authors discuss the implications of their findings for both policy and research.

Escaping From Poverty: What Makes a Difference for Children

P. Lindsay Chase-Lansdale, Jeanne Brooks-Gunn (editors) 1995

Published by Cambridge University Press.

This volume looks at the implications of changes in federal, state, and local policies that govern the role society plays in supporting the well-being of poor children. Four areas are addressed from policy and research perspectives: mothers' employment, fathers' involvement, child care, and health care. The book's examination of approaches includes current developments and a review of practices in colonial and nineteenth century America. Authors from many academic disciplines and from the policy community contributed chapters to the volume, including Chapin Hall's Chase-Lansdale, also a coeditor. Chase-Lansdale's involvement was supported by the

Foundation for Child Development and FCD president Barbara Blum wrote the book's foreword. Chapin Hall and the Educational Testing Service provided institutional support for the development of the volume.

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40 West 20th Street
New York, NY 10011-4211

Young African American Multigenerational Families in Poverty: Quality of Mothering and Grandmothering

P. Lindsay Chase-Lansdale, Jeanne Brooks-Gunn, Elise Zamsky 1991

A Working Paper published by the Center for the Study of Urban Inequality, Irving B. Harris Graduate School of Public Policy Studies at the University of Chicago.

The authors examined parenting practices, with regard to problem solving and disciplinary styles, in ninety-nine young low-income African-American multigenerational families. They conducted in-home observations of grandmothers and young mothers interacting separately with three-year-old children. Studying the behavior of African-American families in harsh social contexts, the researchers considered the role of kin, shared childrearing between mothers and grandmothers, coresidence, and adolescent parenthood. They found no effect of mothers' age at first birth on parenting, and a negative impact from grandmothers' coresidence on both mothers' and grandmothers' parenting. Yet, in families with very young mothers, coresiding grandmothers showed higher quality of parenting than grandmothers who did not reside with the young family. Overall, however, the interaction between coresidence and mother's age at first birth indicated that multigenerational families in which there were older mothers who did not reside with grandmothers were most likely to provide positive parenting.

A Home of Another Kind: One Chicago Orphanage and the Tangle of Child Welfare

Kenneth Cmiel 1995

Published by University of Chicago Press.

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